



# City of Westminster

## 2006–2014 Housing Element





# *City of Westminster* ***HOUSING ELEMENT UPDATE***

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*Chapter IV: Community Development***B. Housing**

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**1. Introduction**

The Housing Section of the Community Development chapter is intended to guide residential development and preservation in a way that is consistent with the overall economic and social values of the community. The residential character of a city is largely dependent on dwelling unit type, quality, and location, and such factors as maintenance and neighborhood amenities.

**Consistency with State Planning Law**

The housing element is one of the seven general plan elements required by the State of California, as articulated in Section 65580 to 65589.8 of the Government Code. State law requires that the element consist of:

An identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing.

State law also requires that a community evaluate its housing element every five years to determine its effectiveness in achieving community and state housing goals and objectives and to adopt an updated element that reflects the results of this evaluation. The statutory updates in the Southern California Association of Governments (SCAG) region established an 8.5-year planning period from January 1, 2006, to June 30, 2014. There are three relevant time periods for this Housing Element update and planning period:

- January 1, 1998–December 31, 2005: this Housing Element update will review the City’s progress based on the housing programs and policies established during the previous planning period.
- January 1, 2006–June 30, 2008: a period for assessing community characteristics, housing needs, constructed/approved units, new housing opportunities, formulating housing policies, and submitting this Housing Element to the California Department of Housing and Community Development (HCD). This also represents the time period covered by the Regional Housing Needs Assessment (RHNA) prepared by SCAG.
- 2008–2014: the implementation period for the housing programs established in this Housing Element.

This document represents a comprehensive update of the City of Westminster’s Housing Element to bring it into compliance with state housing law.

**Public Participation**

State law requires that local governments make diligent efforts to solicit public participation from all economic segments of the community in the development of the housing element.

During the preparation of this Housing Element, public input was actively encouraged. Residents of the community and organizations and agencies that provide housing or housing-related services were contacted. Outreach efforts revealed an interest in additional senior housing opportunities, mixed-use and midblock housing types, and provided a new resource for information on the City's homeless population—local school districts. Input from the general public and stakeholder groups helped guide the update, resulting in commitments to use Low and Moderate Income Housing Fund monies to subsidize a proposed senior housing project, exploring new mixed-use and midblock housing opportunities, and forming a task force to create a plan to meet the needs of the City's homeless population.

The public participation program included one community workshop that was advertised through the City's website, local newspaper, and at public buildings including City Hall, City Council Chambers, and the Public Library. Stakeholders from the affordable and market rate housing development community were invited by letter. In preparation for this workshop the draft housing element was made available on the City's website in advance to ensure participants would be able to review the document and participate more fully in the discussion.

In addition, stakeholder interviews with affordable housing advocates were conducted to obtain important information relating to the development and preservation of affordable housing. Local nonprofit organizations reviewed the element and provided insightful comments on various topics. Three local nonprofit organizations, American Family Housing, The Kennedy Commission, and Interval House, expressed their intent to participate in the City's emergency shelter, transitional and permanent supportive housing task force that will be developed in the coming year.

Planning Commission and City Council meetings regarding Housing Element approval are additional opportunities for public input. The City is targeting outreach efforts to Westminster families and employees by contacting local school districts and providing them with flyers for students to take home and providing flyers to major employment centers such as Westminster Mall. Meeting information will also be posted at public buildings including the Public Library and City Hall.

Input collected through these outreach efforts directly influenced the community profile, programs, and implementation actions outlined in the Housing Element.

**General Plan Consistency**

The housing element of the general plan is only one component of a city's overall planning program. California Government Code requires that a general plan contains an integrated, consistent set of goals and policies. The housing element, therefore, is affected by development policies contained in the land use element, which establishes the location, type, density, and allocation of land uses throughout



the City. The circulation element establishes policies for providing essential streets and roadways to all housing that is developed. The policies contained in other elements of the general plan impact the quality of life that the residents expect.

The strategies, programs, and policies contained in this Housing Element are consistent with the other components of the City's General Plan. As segments of the General Plan are amended in the future, the Housing Element will need to be reviewed for the purposes of maintaining internal consistency.

### **Housing Element Organization**

Section 65583 of the Government Code specifies that the housing element include several components covering an evaluation of housing trends and characteristics, housing needs and resources, and housing programs to respond to those needs. This Housing Element is organized into nine sections to cover these and other topics.

1. **Introduction:** A summary of the statutory and planning context.
2. **Demographic Profile:** A summary of population, housing, and employment trends in Westminster.
3. **Housing Characteristics:** A snapshot of the current housing stock and affordability.
4. **Existing and Future Housing Needs:** An analysis of existing, future, and special housing needs of the population.
5. **Land Resources:** An inventory of land suitable for residential development.
6. **Governmental Constraints and Resources:** An analysis of legislative and statutory constraints and resources for housing development.
7. **Nongovernmental Constraints and Resources:** An analysis of market and other constraints and resources for housing development.
8. **Evaluation of Previous Housing Program:** An assessment of the previous housing element's effectiveness.
9. **Housing Strategy 2006–2014:** The City's goals, policies, housing programs, and quantified objectives to provide housing during the planning period.

### **Regional Housing Needs Assessment**

California's housing element law requires that each city and county develop local housing programs designed to meet its "fair share" of existing and future housing needs for all income groups. This effort is coordinated by the jurisdiction's Council of Governments when preparing the state-mandated housing element of its general plan. This fair share allocation concept seeks to ensure that each jurisdiction accepts responsibility for the housing needs of not only its resident population, but for all households who might reasonably be expected to reside within the jurisdiction, particularly lower income households.

The fair share allocation process begins with the State Department of Finance's projection of total statewide housing demand, which is then apportioned by HCD among each of the state's official regions. The City of Westminster is in the six-county southern California region, which includes Orange, Los Angeles, Riverside, San Bernardino, Ventura, and Imperial counties. The agency responsible for assigning fair share targets to each jurisdiction in this region is SCAG. In this RHNA

cycle, SCAG delegated the responsibility for disaggregating housing needs for Orange County jurisdictions to the Orange County Council of Governments (OCCOG).

A local jurisdiction's fair share of regional housing need is estimated in terms of four factors:

- The number of units needed to accommodate forecasted household growth;
- The number of units needed to replace demolitions due to attrition in the housing stock (i.e., fire damage, obsolescence, redevelopment, and conversions to non-housing uses);
- Maintaining an ideal vacancy rate for a well-functioning housing market; and
- An adjustment to avoid an over-concentration of lower income households in any one jurisdiction.

The new construction need must be allocated to four household income categories used in federal and state programs: very low, low, moderate, and above moderate income, defined operationally as households earning up to 50 percent, 80 percent, 120 percent, and more than 120 percent of the Orange County median household income, respectively. The allocations are further adjusted to avoid an over-concentration of lower income households in any one jurisdiction. The RHNA combines the construction need for extremely low income units and the need for very low units into a category called very low income.

The City of Westminster's share of the region's housing need for the January 1, 2006, through June 30, 2014, planning period is 147 units divided into income categories: 30 very low, 25 low, 29 moderate, and 63 above moderate income units. Of the 30 very low income units, 15 are assumed to be needed for extremely low income households.

## 2. Demographic Profile

An evaluation of Westminster's demographic characteristics assesses existing and projected housing needs. This section provides insight into the City's population and its particular housing needs to facilitate the development of responsive housing goals, policies and programs.

### Population growth

The City of Westminster grew rapidly between 1990 and 2000, adding nearly 10,000 new residents for a total population of 87,884 in 2000. By 2007, another 5,151 people became Westminster residents according to projections provided by Environmental Systems Research Institute (ESRI), a GIS software and forecasting company. Estimates from the Center for Demographic Research (CDR) show the City's projected 2010 population to be 96,535, a 9.8 percent increase since 2000. As the City maximizes its land resources and reaches buildout, the CDR projects population growth to slow by 2020 and reach a population of 99,837—a 3.4 percent increase since 2010. The City's growth rates are similar to surrounding cities and reflect the builtout nature of Orange County. Table 1 presents a summary of population changes and projections in Westminster and surrounding cities from 2000–2020.

**TABLE 1**  
**POPULATION GROWTH 2000–2020**  
**CITY OF WESTMINSTER AND SURROUNDING JURISDICTIONS**

Jurisdiction	2000 <sup>1</sup>	2010 <sup>2</sup>	2020 <sup>2</sup>	2000–10 Growth		2010–20 Growth	
				Number	Percent	Number	Percent
<b>Westminster</b>	<b>87,884</b>	<b>96,535</b>	<b>99,837</b>	<b>8,651</b>	<b>9.8</b>	<b>3,302</b>	<b>3.4%</b>
Costa Mesa	96,357	120,636	124,776	24,279	25.2	4,140	3.4%
Fountain Valley	53,691	59,421	62,308	5,730	10.7	2,887	4.9%
Garden Grove	143,050	181,187	188,817	38,137	26.7	7,630	4.2%
Huntington Beach	181,519	213,072	220,957	31,553	17.4	7,885	3.7%
Santa Ana	293,742	364,918	376,598	71,176	24.2	11,680	3.2%
Orange County	2,846,289	3,315,466	3,533,935	469,177	16.5	218,469	6.6%

1: US Bureau of the Census 2000

2: Center for Demographic Research, 2006 Orange County Projections

### Age Characteristics

Age distribution is an important factor in determining housing demands. Consistent with trends throughout Orange County, from 1990 to 2000 the City of Westminster experienced increases in school-age children (5 to 17 years old), middle-age adults (45 to 64 years old), and seniors (65 years and over). Reflective of the baby boom generation, the middle-age group was one of the fastest-growing groups, increasing approximately 22.7 percent during the decade. This growth was only outpaced by the senior age group (34.4 percent). The decrease experienced in the college-age population is typical of a community without a major college or university. Decreases in the family-forming (25 to 44 years old) population and slower growth in the preschool (children under 5) age group may reflect a growing trend of the inability of

young families to obtain housing in Westminster and Orange County in general. Changes in age distribution are shown in Table 2.

Still, over half of the City's population fell between the ages of 25 and 64 in 2000. The middle-age group accounted for almost a quarter of the population, while family-forming residents comprised nearly a third of the total population. The children of these family-forming and middle-aged groups (those aged 0–18) accounted for another quarter of the City's residents.

The 2000 median age in Westminster, 34.1 years, is similar to the County median of 33.3 years. According to ESRI, the 2007 median age in Westminster is 35.5 years and will continue to rise. The 2012 projection estimates a median age of 36.7 years, suggesting a continued aging of Westminster's population.

Westminster's age profile suggests the need for family and some senior housing. Traditional assumptions are that the family-forming and middle-age groups provide the major market for amenity-rich apartments and demand for ownership opportunities in single-family homes that can accommodate children. These are the prime working age groups, which tend to have higher incomes and larger household sizes than their younger and older cohorts. The senior population tends to generate demand for low maintenance and low to moderate cost apartments, condominiums, and small single-family homes. Some seniors may continue to reside in large homes in which they once raised a family. Maintenance assistance and accessibility improvements are important to independently living seniors.

**TABLE 2**  
**AGE DISTRIBUTION 1990–2000**  
**CITY OF WESTMINSTER**

Age Group	1990		2000		1990–2000
	Number	Percent	Number	Percent	% Change
Preschool (Under 5)	5,745	7.4%	6,288	7.2%	+9.5%
School Age (5 to 17)	13,891	17.8%	16,580	18.9%	+19.4%
College Age (18 to 24)	9,385	12.0%	7,703	8.8%	-17.9%
Family-Forming (25 to 44)	26,306	33.7%	28,505	32.4%	-13.5%
Middle-Age (45 to 64)	15,622	20.0%	19,174	21.8%	+22.7%
Seniors (65 and above)	7,169	9.2%	9,634	11.0%	+34.4%
<b>TOTAL</b>	<b>78,118</b>	<b>100%</b>	<b>87,884</b>	<b>100%</b>	<b>--</b>

Source: US Bureau of the Census 1990 and 2000

### Race and Ethnicity

Race and ethnicity generally impact household size, housing demand, and types of housing programs needed. For example, family-oriented cultures associated with race or ethnicity may create demand for housing designed for multigenerational living. As affordability is a major obstacle to adequate housing, the ability of households to afford homes and support large or extended families may depend on financing opportunities designed to assist lower and moderate income households.

Since experiencing an influx of Vietnamese other primarily Asian immigrants since the 1970s, Westminster has continued to diversify racially and ethnically. In 2000,

White and Asian and Pacific Islanders were the two largest racial groups, representing 45.4 and 38.4 percent, respectively. Between 2000 and 2007, Asian and Pacific Islander residents experienced a 10.1 percent increase and nearly equaled the number of White residents. During this seven-year period, White residents experienced the greatest rate of decline. As shown in Table 3, Westminster is becoming increasingly Asian and Hispanic, with persons of Hispanic ethnicity experiencing the fastest growth over seven years accounting for 27.8 percent of the population.

**TABLE 3  
RACIAL AND ETHNIC COMPOSITION 2000–2007  
CITY OF WESTMINSTER**

Race and Ethnicity	2000		2007		2000–2007
	Number	Percent	Number	Percent	% Change
Asian and Pacific Islander	33,786	38.4%	37,210	40.0%	+10.1%
White	39,943	45.4%	37,645	40.5%	-5.7%
African American	664	0.8%	897	1.0%	+35.1%
American Indian	706	0.8%	562	0.6%	-20.8%
All Others <sup>1</sup>	12,785	14.5%	16,721	17.9%	+30.8%
<b>TOTAL</b>	<b>87,884</b>	<b>100%</b>	<b>93,035</b>	<b>100%</b>	<b>--</b>
Hispanic Ethnicity <sup>2</sup>	18,833	21.4%	25,909	27.8%	+37.6%

Source: US Bureau of the Census 2000, ESRI 2007

1: The All Others category represents some other race alone and two or more races.

2: The Hispanic ethnicity category includes persons of Hispanic ethnicity of any race.

## Employment Characteristics

### *Resident Occupations*

The 2000 Census identifies 40,364 people aged 16 and older in the labor force—a 4.8 percent decrease from the 1990 (see Table 4). The decrease in employed persons correlates to the City's growing senior population. The unemployment rate in Westminster, 5.5 percent, is in line with Orange County as a whole, which has an unemployment rate of 5.0 percent. In 2004 the majority of Westminster residents, 94.6 percent, were employed outside of the city.

As shown in Table 5, the largest percentage of Westminster's population was employed in the manufacturing industry, at 19.3 percent, followed by retail trade, which employed 11.2 percent of the work force. The third biggest employer was the health care and social assistance industry, which employed 7.8 percent of the City's working residents. Census income data from 2004, adjusted for 2008 inflation, indicates that more than half of residents have low-paying jobs that could result in challenges to affording adequate housing, depending on whether or not they are a member of a household with another income earner and what that person or persons earn. Approximately 26 percent of employed residents earn annual incomes of \$16,138 or less, and approximately 42 percent earn between \$16,151 and \$45,723. Low wages relate to the types of industries in which Westminster residents are primarily employed—manufacturing and retail trade. Occupations such as assembly line worker and sales clerk are generally low wage occupations that offer limited opportunities for promotion and wage increases.

**TABLE 4**  
**EMPLOYMENT TRENDS 1990-2000**  
**CITY OF WESTMINSTER**

<b>Labor Force</b>	<b>1990</b>		<b>2000</b>		<b>Difference 1990-2000</b>	
Civilian Employed	39,832	93.9%	38,093	94.4%	-1,739	-4.4%
Armed Forces	150	0.3%	63	0.2%	-87	-58.0%
Unemployed	2,427	5.7%	2,208	5.5%	-219	-9.0%
<b>TOTAL LABOR FORCE<sup>1</sup></b>	<b>42,409</b>	<b>100%</b>	<b>40,364</b>	<b>100%</b>	<b>-2,045</b>	<b>-4.8%</b>

Source: US Bureau of the Census 1990 and 2000

1: Labor force of persons age 16 and over

**TABLE 5**  
**WESTMINSTER RESIDENT JOBS BY INDUSTRY 2004**  
**CITY OF WESTMINSTER**

<b>Industry</b>	<b>Number</b>	<b>Share</b>
Manufacturing	6,317	19.3%
Retail Trade	3,673	11.2%
Health Care and Social Assistance	2,554	7.8%
Administration & Support, Waste Management and Remediation	2,359	7.2%
Educational Services	2,267	6.9%
Accommodation and Food Services	2,215	6.8%
Wholesale Trade	1,851	5.7%
Professional, Scientific, and Technical Services	1,862	5.7%
Finance and Insurance	1,683	5.1%
All Others	6,356	19.4%
<b>TOTAL</b>	<b>32,716</b>	<b>100%</b>

Source: US Bureau of the Census Longitudinal Employer-Household Dynamics 2004

### *Employment*

As shown in Table 6, most of the jobs offered in Westminster are in the retail trade at 30.3 percent, followed by health care and social assistance at 10.2 percent. Several regionally significant shopping centers are located in the City, including the Asian Garden Mall in Little Saigon and Westminster Mall. Approximately 9 percent of Orange County residents that work in Westminster also reside in the city. The majority of employees (53.9 percent) of Westminster businesses reside in Orange County.

**TABLE 6  
WESTMINSTER JOBS BY INDUSTRY 2004  
CITY OF WESTMINSTER**

Industry	Number	Share
Retail Trade	5,717	30.3%
Health Care and Social Assistance	1,931	10.2%
Accommodation and Food Services	1,775	9.4%
Educational Services	1,767	9.4%
Manufacturing	1,315	7.0%
Administration & Support, Waste Management and Remediation	815	4.3%
Utilities	750	4.0%
Professional, Scientific, and Technical Services	684	3.6%
Other Services (excluding Public Administration)	668	3.5%
Finance and Insurance	608	3.2%
Construction	600	3.2%
All Others	2,243	11.9%
<b>TOTAL</b>	<b>18,873</b>	<b>100%</b>

Source: US Bureau of the Census Longitudinal Employer-Household Dynamics 2004

### **Household Type and Size**

A household consists of all persons residing in a dwelling unit, regardless of relationship. In 2000, the Census identified 26,385 households in Westminster and the California Department of Finance (DOF) estimated an average household size of 3.32 persons. Approximately 60 percent of those households (15,897) were owner occupied, and the remaining 40 percent (10,476) were renter occupied. In 2007, estimates provided by ESRI identified 26,406 households and an average household size of 3.41 persons. This growth in household size indicates housing conditions that may result in overcrowding and demand for larger housing units.

Families comprise the majority of the households in the City of Westminster. As described in Table 7, the 2000 Census reported that 21.1 percent of owner and 27 percent of renter households consist of five or more persons. This is an indication that a number of families are living in overcrowded conditions, adding to the demand for larger units. Large families, particularly those with children, typically seek homeownership opportunities in single-family detached homes for the space and financial investment benefits.

**TABLE 7  
HOUSEHOLD SIZE 2000  
CITY OF WESTMINSTER**

Households	Owner		Renter	
1 Person	2,609	16.4%	1,843	17.6%
2 Person	4,815	30.3%	2,213	21.1%
3 Person	2,777	17.5%	1,769	16.9%
4 Person	2,341	14.7%	1,826	17.4%
5 or more persons	3,355	21.1%	3,825	27.0%
<b>TOTAL</b>	<b>15,897</b>	<b>100%</b>	<b>10,476</b>	<b>100%</b>
<b>AVERAGE HOUSEHOLD SIZE</b>	<b>3.23</b>		<b>3.43</b>	
Family Households	12,576	47.7%	7,867	29.8%
One Person Households	2,609	9.9%	1,843	7.0%
Unrelated Households	3,321	12.6%	2,609	9.9%

Source: US Bureau of the Census 2000

As shown in Table 8, the majority of Westminster households are married couples (59.8 percent), some with children under 18 years (30.7 percent) and some without children under 18 years (29.1 percent). Both of these household types are likely to include couples in the family-forming, middle-age, and senior groups. Married-couple families with children typically create a demand for ownership opportunities. Childless couples may also create a demand for home ownership opportunities as they desire investment opportunities and demand more space should they have children in the future.

Other family households with children under 18 years (7.9 percent) include single-parent households, which generally seek more affordable homeownership and rental housing opportunities. Approximately 43 percent of Westminster households consist of two or fewer persons, including senior couples. Existing small households may desire condominiums, townhomes, and small single-family homes.

**TABLE 8  
HOUSEHOLD TYPES 2000  
CITY WESTMINSTER**

Married Household		Other Family Household		Non-Family Household		All Households
With children under 18	Without children under 18	With children under 18	Without children under 18	Not living alone	Living alone	
8,080	7,677	2,074	2,613	766	1,843	26,358
30.7%	29.1%	7.9%	9.9%	2.9%	7.0%	100.0%

Source: US Bureau of the Census 2000



### Household Income

Household income is a critical factor in determining housing opportunity. As shown in Table 9, estimates provided by ESRI show projected increases in Westminster's median household income from \$61,027 in 2007 to \$70,601 in 2012. Family median income estimates show a potential increase from \$65,178 in 2007 to \$75,887 in 2012. These forecasts are expressed in current dollars and include an adjustment for inflation. While Westminster households generally earn less than households countywide; Westminster's median household income and median family income are similar to those in the nearby cities of Costa Mesa and Garden Grove.

**TABLE 9**  
**HOUSHOLD INCOME 2007 AND 2012**  
**CITY OF WESTMINSTER**

Household Income	2007		2012 Projection		Difference	
	Number	Percent	Number	Percent	Number	Percent
Less than \$25,000	4,926	18.2%	4,151	15.0%	-775	-15.7%
\$25,000 to \$49,999	5,961	22.0%	5,084	18.3%	-877	-14.7%
\$50,000 to \$74,999	5,419	20.0%	5,452	19.7%	33	+0.6%
\$75,000 to \$99,999	4,187	15.5%	3,869	13.9%	-318	-7.6%
\$100,000 to \$149,999	4,525	16.7%	5,881	21.2%	1,356	+30.0%
≥ \$150,000	2,071	7.6%	3,299	11.9%	1,228	+59.3%
<b>TOTAL</b>	<b>27,089</b>	<b>100%</b>	<b>27,736</b>	<b>100%</b>	<b>647</b>	<b>+2.4%</b>
Median Household Income	\$61,027	--	\$70,601	--	+9,574	+15.7%
Median Family Income	\$65,178	--	\$75,887	--	+10,709	+16.4%

Source: ESRI 2007 and 2012

Note: Income represents the annual income for the preceding year, expressed in current dollars, including an adjustment for inflation.

In 2000, married families without children under 18 earned the highest median income, presumably because in many families both adults are wage earners. Family households with children generally earn less, likely due to one parent staying at home or working part-time, or perhaps both parents working part time, in order to tend to children. Other families and nonfamilies typically earn the lowest incomes. These households often consist of single parents, unrelated young adults sharing living quarters, and persons living alone, including seniors on fixed incomes.

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### 3. Housing Characteristics

This section describes and evaluates housing characteristics to identify existing trends and potential needs. These characteristics include housing growth, housing age and condition, housing prices and rents, tenure, and vacancy.

#### Housing Growth

Following incorporation in 1957, the City experienced a building explosion; during which most of the City's vacant land was absorbed. This rapid development was followed by a reduction in the rate of housing growth in the 1970s, which has continued into the present. As shown in Table 10, the City grew to an estimated total of 27,398 units in 2007, representing a 1.7 percent increase from 2000. The largest portion of Westminster's housing stock consists of single-family detached units, comprising 54 percent of the City's housing stock. Between 2000 and 2007 most of the City's housing growth occurred in single-family attached units and multifamily developments of five or more units.

The reduction in housing production and construction favoring attached housing types is a reflection of the increasingly limited availability of vacant land for new housing development. In recent years the City has engaged in infill development and recycling of lower density development to higher densities.

**TABLE 10**  
**HOUSING TYPE 2000 AND 2007**  
**CITY OF WESTMINSTER**

Unit Type	Number of Units		% Change
	2000	2007	
Single-Family Detached	14,740	14,880	+0.9%
Single-Family Attached	2,445	2,553	+4.4%
Multifamily (2 to 4 units)	2,069	2,089	+1.0%
Multifamily (5 or more units)	4,618	4,808	+4.1%
Mobile Home	3,068	3,068	0.0%
<b>TOTAL</b>	<b>26,940</b>	<b>27,398</b>	<b>+1.7%</b>

Source: CA Department of Finance 2007

#### Condition of the Housing Stock

The condition of the housing stock is a reflection of home values, neighborhood quality, and ability of property owners to afford adequate maintenance. Providing safe and attractive housing improves quality of life for residents as well as the City's image. One measure of housing condition is age. Housing units over 30 years of age are generally considered more likely to be in need of minor rehabilitation than newer units. According to the 2000 Census, approximately 85 percent of the City's housing stock was constructed prior to 1980, and of those units, approximately 54 percent were over 40 years old. The age of the housing stock indicates the need for maintenance and rehabilitation assistance may grow during the planning period. A windshield survey of the City's housing stock was performed to further understand this potential need.

A ranking system with basic criteria was established for classifying various housing conditions. The ranking system designed guidelines for evaluating a combination of factors including the structural condition of the building, as well as the condition and age of building materials and fixtures, such as windows, painting and garages. The ranking system utilizes numerical values of 1 through 4:

- 1 – Excellent: New or well-maintained housing unit requiring little or no rehabilitation
- 2 – Good: Housing condition appropriate to housing age with minimal maintenance issues
- 3 – Fair: Obvious deferred maintenance potentially correctable
- 4 – Poor: Significant deferred maintenance uncorrectable; units in need of replacement

Using these criteria, a citywide parcel-by-parcel windshield survey was performed, assigning a value to each housing unit or multifamily building based on its condition as viewed from the public right-of-way. Survey results indicate that an estimated 25.8 percent of the housing stock is in excellent condition and does not require any rehabilitation. As shown in Table 11, the majority of units, 65.4 percent, are in good condition. An estimated 8 percent are in need of maintenance and rehabilitation. Approximately 151 units (0.6 percent of the housing stock) are in need of replacement.

**TABLE 11  
HOUSEHOLD SIZE 2000  
CITY OF WESTMINSTER**

Rating	Single-Family	Multifamily	Total	Percentage
Excellent	4,699	1,397	6,096	25.8%
Good	9,125	6,239	15,364	65.4%
Fair	780	1,091	1,871	8.0%
Poor	37	114	151	0.6%
<b>TOTAL</b>	<b>14,641</b>	<b>8,841</b>	<b>23,482</b>	<b>100%</b>

Source: Westminster Housing Conditions Survey, RSG, Inc. 2007

The survey results indicate that additional rehabilitation efforts should concentrate on multifamily housing. More multifamily properties appear to need rehabilitation and demolition than single-family properties. An estimated 13.6 percent of multifamily properties exhibited signs of fair or poor condition opposed to 5.6 percent of single-family properties. Approximately three-quarters of the properties in need of replacement and one-half of properties in need of repair are multifamily.

### Housing Size

Housing size is an important factor in housing availability and adequacy. There must be an adequate supply of housing that matches household needs. Table 12 shows that most of the City's ownership units have three or four bedrooms, while most rental units have two or three bedrooms. There are a total of 13,653 units with three

or more bedrooms that could accommodate 7,180 households that contain five or more persons. Of the 13,653 units with three or more bedrooms, 2,028 are rental units compared to approximately 3,825 renter households with five or more persons. This mismatch between large renter households and large rental units indicates potentially overcrowded rental housing conditions.

**TABLE 12**  
**HOUSING SIZE BY TENURE**  
**CITY OF WESTMINSTER**

Bedrooms	Owner	Renter	Total	Percent
Studio	382	1,166	1,548	5.9%
1 bedrooms	831	3,774	4,605	17.5%
2 bedrooms	3,059	3,508	6,567	24.9%
3 bedrooms	6,060	1,416	7,476	28.3%
4 bedrooms	4,685	557	5,242	19.9%
5 bedrooms or more	880	55	935	3.5%
<b>TOTAL</b>	<b>15,897</b>	<b>10,476</b>	<b>26,373</b>	<b>100%</b>

Source: US Bureau of the Census 2000

### Tenure

According to the 2000 Census, there were 15,897 owner-occupied housing units (60 percent) and 10,476 renter-occupied housing units (40 percent). Over the past three decades, owner occupancy has been declining in Westminster. From 1990 to 2000 the percentage of renter occupancy increased by approximately 3 percent. This shift in tenure may be attributed in part to the increasing cost of home ownership and the trend of developing multifamily housing to maximize use of the City's residentially zoned lands.

### Vacancy

The vacancy rate is a strong indicator of the housing market and the ability for the housing stock to accommodate changing housing needs. A high vacancy rate can indicate more affordable housing opportunities, while a low vacancy rate indicates a community's desirability, but also may indicate limited affordable or adequately sized housing opportunities.

The 2000 Census identified a vacancy rate of 0.8 percent for Westminster's ownership housing stock and 2.7 percent for the rental stock. The overall vacancy rate is 2.1 percent, a 31 percent decrease since 1990. In comparison, Westminster has a lower vacancy rate than Orange County (3.5 percent). The data also shows that there were a total of 561 vacant units in the City, of which 289 were rental properties (52 percent), 130 were vacant single-family units available for rent or sale, and the remaining 142 were seasonal or other vacancy.

The building industry generally assumes optimal vacancy rates of 1.5 to 2 percent for ownership units and 5 to 6 percent for rental units. These vacancy rates provide a variety of housing choices for potential residents and existing residents seeking to move within the community. Westminster's low vacancy rates indicate that the existing housing stock and growth trends are not able to meet housing demand.

**Housing Affordability**

High home purchase prices and monthly rents can detract from the quality of life and condition of neighborhoods. The inability to afford adequate housing can contribute to unwanted situations such as overcrowded homes, overpayment that detracts from a household's ability to make other important expenditures, and the deterioration of the housing stock due to deferred maintenance. Lower income households are particularly susceptible to such conditions without affordability gap financing. The affordability of housing may also influence the ability for families to create strong, multigenerational ties to the community. The high cost of home prices may cause Westminster residents to relocate to more affordable cities and families to separate as children must leave the immediate area to afford housing and start families of their own.

*Home Purchase Prices*

Although the housing market in southern California has softened, Orange County homes are still commanding prices only affordable to above moderate income households. Home sales prices in Westminster have decreased in recent years. Recent median home sales information provided by DataQuick shows that the Westminster median home price was \$530,000 in January of 2008 (27 homes sold) and \$440,000 in March of 2008 (30 homes sold). Although the median home price may vary due to the condition, size, and neighborhood of homes sold in that particular month, it is important to note that both median sales prices are affordable only to above moderate income households.

The ability to afford adequate housing is of importance to all households. Lower and moderate income households face greater challenges to afford housing that meets their household size and financial means. Due to the desirable features Westminster offers, such as a central Orange County location and bustling business and cultural districts, purchasing a home in Westminster is particularly difficult for lower and moderate income households. An affordability gap analysis was performed to identify the disparity between purchase prices and the amount lower and moderate income households are able to spend on housing.

The affordability gap analysis shows that the Westminster median home price for 2007 is not affordable to moderate or lower income households. The analysis was created for two-person and four-person households and is shown in Table 13. According to data provided by Metroscan and analyzed by RSG, Inc., the City's redevelopment planning consultant, the 2007 median home price for a three-bedroom home is \$530,000. Subsidies needed to facilitate the purchase of such a home range from \$150,000 for a moderate income household, to \$415,374 for a very low income household of four.

**TABLE 13  
HOME PURCHASE GAP ANALYSIS 2008  
CITY OF WESTMINSTER**

	Very Low Income Household		Low Income Household		Moderate Income Household	
Household Size	2 person	4 person	2 person	4 person	2 person	4 person
Household Income Limit <sup>1</sup>	\$37,200	\$46,500	\$59,500	\$74,400	\$80,700	\$109,000
Affordable Purchase Price <sup>2</sup>	\$90,233	\$114,626	\$140,901	\$209,602	\$288,685	\$379,042
Median Home Price <sup>3</sup>	\$301,000	\$530,000	\$301,000	\$530,000	\$301,000	\$530,000
Affordability Gap	\$210,767	\$415,374	\$160,099	\$320,398	\$12,315	\$150,958

Source: RSG, Inc. 2008

1: Very low income limit calculated at 30% of 50% of AMI. Low income limit calculated at 30% of 51% of AMI through 30% of 80% AMI (calculated 30% of 80% AMI). Moderate income limit calculated 30% of greater than 80% of AMI (calculated 35% of 120% AMI).

2: Affordable limits based on very low, low, and moderate income limits less Orange County's allowance for utilities, real estate taxes, and insurance. Affordable purchase price includes 5% downpayment contributed by purchaser.

3: Median home price calculated based on Metrosan assessor's recent sales data for January through December 2007. Assumes a 1 bedroom home for a 2 person household and a 3-bedroom home for 4 person household.

Given that the gap for a two-person moderate income household is estimated to be approximately \$12,000, smaller and older single-family homes and single-family attached homes (condominiums) may be available at prices low enough to almost eliminate the gap. Existing first-time homebuyer programs, loan programs, and mortgage assistance programs offered by the City and County could also facilitate home purchasing for moderate income households. For lower income households, however, the gap financing needed is significant and implies that such households may be more cost-effectively served by assisted rental housing.

### *Rental Costs*

Although owning a home is part of the American dream, not all households are well suited for homeownership. Rental housing plays a vital role in providing a broad range of housing types to support a variety of household sizes and special needs. Rental housing serves many needs such as young adults not ready for the cost or responsibilities of homeownership, seniors seeking less costly and lower maintenance dwellings, and families who benefit from the lower cost of rental housing as well as onsite amenities such as tot-lots and swimming pools. Very low income households are often on fixed-incomes and are best served by rental housing.

A rental affordability gaps analysis was performed to identify disparities between actual rents and what lower and moderate income households can reasonably expend on housing. The gap analysis for two-person and four-person households is shown in Table 14. In February 2008 the median rents for a one-bedroom and three-bedroom apartment in Westminster were \$1,200 and \$1,700, respectively.

**TABLE 14  
RENTAL GAP ANALYSIS 2008  
CITY OF WESTMINSTER**

	<b>Very Low Income Household</b>		<b>Low Income Household</b>		<b>Moderate Income Household</b>	
<b>Household Size</b>	<b>2 person</b>	<b>4 person</b>	<b>2 person</b>	<b>4 person</b>	<b>2 person</b>	<b>4 person</b>
Household Income Limit <sup>1</sup>	\$37,200	\$46,500	\$59,500	\$74,400	\$80,700	\$100,900
Affordable Rent <sup>2</sup>	\$807	\$989	\$976	\$1,200	\$1,817	\$2,251
Median Rent <sup>3</sup>	\$1,200	\$1,700	\$1,200	\$1,700	\$1,200	\$1,700
Affordability Gap	\$399	\$711	\$225	\$501	0 (\$617)	0 (\$638)

Source: RSG, Inc. 2008

1: Very low income limit calculated at 30% of 50% of AMI. Low income limit calculated at 30% of 51% of AMI through 30% of 80% AMI (calculated 30% of 80% AMI). Moderate income limit calculated 30% of greater than 80% of AMI (calculated 35% of 120% AMI).

2: Affordable limits based on very low, low, and moderate income limits less Orange County's allowance for utilities.

3: Median rents based on February 2008 rental listings from www.apartmentfinder.com. Assumes a 1 bedroom home for a 2 person household and a 3-bedroom home for 4 person household.

The gap analysis indicates that market rate rental units may be readily accessible to moderate income households. Existing rental units are typically affordable to moderate income households, and some small low income households. Rental housing in these areas is vital to supporting low wage earning residents such as residents working in manufacturing and retail trades and seniors with fixed incomes.

The amount of assistance necessary to supplement lower income households varies depending on household size. The existing rental housing stock provides more affordable opportunities for lower income households. Lower income households have a greater difficulty affording housing and create demand for subsidized housing.

A summary of owner and rental housing affordability is provided in Table 15.

**TABLE 15  
HOUSING AFFORDABILITY SUMMARY  
CITY OF WESTMINSTER**

<b>Income Levels</b>	<b>Maximum Household Income<sup>1</sup></b>	<b>Maximum Affordable Purchase Price<sup>2</sup></b>	<b>Maximum Affordable Rent<sup>3</sup></b>
Very Low	\$46,500	\$114,626	\$989
Low	\$74,400	\$177,943	\$1,200
Moderate	\$100,900	\$408,783	\$2,251

Source: RSG, Inc. 2008

1: Very low income limit calculated at 30% of 50% of AMI. Low income limit calculated at 30% of 51% of AMI through 30% of 80% AMI (calculated 30% of 80% AMI). Moderate income limit calculated 30% of greater than 80% of AMI (calculated 35% of 120% AMI). Assumes four-person household.

2: Affordable limits based on very low, low, and moderate income limits less Orange County's allowance for utilities, real estate taxes, and insurance. Affordable purchase price includes 5% downpayment contributed by purchaser.

3: Assumes 30% of annual income minus Orange County's allowance for utilities for a four-person household and a three-bedroom apartment unit.



## 4. Existing and Future Housing Needs

### Existing Housing Needs

The following analysis of current City housing conditions presents current housing needs and concerns relative to various segments of the population. Several factors will influence the degree of demand or need for new housing and housing assistance in Westminster in coming years. The three major categories of existing need considered in this element are:

- **Special Needs:** Relatively unusual occupations or demographic groups that call for very specific program responses, such as preservation of residential hotels or the development of four-bedroom apartments. State law specifically requires analysis of the special housing needs of the elderly, the disabled, extremely low income households, single-parent households, large families, farm workers, and homeless persons.
- **Overpayment:** Renters and homeowners who must pay more than 30 percent of their gross income for shelter.
- **Overcrowding:** In response to higher housing prices, lower income households must often seek smaller, less adequate housing for available money. This may result in overcrowding where more than one person per room occupies a housing unit.

### *Special Needs Groups*

Special needs groups are subpopulations identified as generally experiencing adversity in finding and/or affording adequate housing due to specific circumstances associated with the group.

### **Large Families**

In recent years, increasing living costs have placed an additional hardship on large lower and moderate income families. According to the Department of Housing and Community Development, large households are defined as having five or more members. Overcrowding is a condition that exists when the ratio of persons to rooms (excluding bathrooms, hallways, kitchens, and closets) exceeds one person per room. Large-family households are considered a special needs group due to the limited supply of housing adequately sized to accommodate a large family without overcrowding.

According to the 2000 Census, 6,320 large families reside in Westminster, representing approximately 31 percent of family households and 24 percent of all households. Less than 1 percent of the City's nonfamily households are large households. In 2000, 3,355 ownership households and 2,825 renter households consisted of five or more persons, regardless of family or nonfamily relationship.

While the City's housing stock contains a large number of units with three or more bedrooms, the 2000 Comprehensive Housing Affordability Strategy (CHAS) estimates that overpayment for housing is experienced by 44 percent of lower to moderate income large-family renters and 30 percent of lower to moderate income

large-family owner households. Overpayment is defined as a household that must expend more than 30 percent of its income for housing. This condition indicates that assistance should be targeted to larger households to minimize problems with overpayment. Additionally, larger units should be preserved and maintained to ensure adequate stock remains in the City.

### **The Elderly**

The 2000 Census identified 9,634 persons age 65 years or older living in the City of Westminster, comprising approximately 11 percent of the total City population. Of the elderly population, 4,006 reside in ownership households and 1,453 reside in renter households. Individuals over the age of 65 often require special housing needs and services. Many seniors live on fixed incomes and need rental assistance or home maintenance assistance.

CHAS data for 2000 reported that Westminster was home to 2,963 lower income elderly households, approximately 63 percent of which are owner households. An estimated 1,298 of lower income elderly households have mobility and/or self-care limitations. These households typically need assistance to access vital services and daily essentials, such as food and health care. Elderly persons, particularly those with mobility and/or self-care limitations, are often dependent on public transportation and delivery programs. The St. Anselm's and Vietnamese Community of Orange County senior transportation programs provide free nonemergency transportation for seniors at least 60 years of age, to and from health appointments and prescription pick-ups within 15 miles of their residence. As of January 2007, each trip costs the rider up to \$2.00, based on ability to pay.

The County of Orange Office on Aging is an advocate and valuable resource for Westminster seniors. The Office on Aging operates the InfoVan, a traveling library of outreach materials for seniors and their caregivers that makes scheduled stops throughout the County. The Office on Aging provides an extensive database of useful information such as guides for financial and legal matters, nutrition and exercise, safety, prescription medicine, diseases and conditions, and transportation. Another resource provided by the Office on Aging is a weekly Vietnamese-language radio program that discusses a variety of senior-interest topics every Tuesday at 7:30 PM on 1190 AM radio.

Based on the 2000 Census, approximately 3 percent of the seniors age 65 and over live in group quarters. Group quarters include state-licensed residential care facilities for six or fewer persons. Westminster permits residential care facilities serving six or fewer persons by right in the all residential zones and those serving more than six persons by conditional user permit in all zones. The California Department of Social Services Community Care Licensing Division reports that as of February 1, 2008, seven residential care facilities with a total capacity of 41 persons serve the elderly in Westminster. Seniors and their caregivers also utilize adult residential facilities not limited to serving seniors and adult day care centers. Other adult residential care facilities in Westminster have the capacity to serve 54 persons and adult day care centers serve 60 persons.

### **The Disabled**

Disabled persons often have special housing needs with regard to affordability, accessibility, and proximity to public transportation. Many disabled persons live on fixed incomes or reside in single-income households, thus limiting their ability to afford appropriate housing. According to the 2000 Census, 18,210 Westminster residents (13,730 of who are not elderly) report a sensory, physical, mental, self-care, go-out-side home, and/or employment disability. CHAS 2000 estimates that Westminster has 1,279 renter and 715 owner nonelderly households with mobility and/or self-care limitations.

Some people with disabilities may live comfortably without special housing accommodations, but persons with physical and/or sensory disabilities often require specially designed, barrier-free housing that allows freedom of movement not only to and from the housing unit, but also within the unit itself. Special modifications to permit free access are very important in maintaining independence and dignity. The California Code of Regulations Title 24 requirements set forth access and adaptability requirements for the disabled population. These regulations apply to public buildings and require that ramps, larger door widths, restroom modifications, and other special facilities be incorporated into building designs. However, these standards are not mandatory for new single-family residential construction. Therefore, conventional housing may require modification to ensure its suitability for occupancy by a disabled person.

As part of its zoning code update (see Program IIB5.4), the City will adopt a Reasonable Accommodation Ordinance. The ordinance will enact a process for disabled individuals or those acting on their behalf to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices, and/or procedures of the City, and will include a provision of assistance in making the request, as well as for appealing to a determination regarding the reasonable accommodation to the Community Development Director.

There are a number of resources available throughout the county to serve the disabled and mentally ill residents of Westminster. Table 16 identifies some of the organizations in or near Westminster that specialize in providing services for the disabled and mentally ill population.

**TABLE 16**  
**INVENTORY OF FACILITIES AND SERVICES FOR THE DISABLED AND**  
**MENTALLY ILL POPULATION**  
**CITY OF WESTMINSTER AND SURROUNDING AREAS**

<b>Organization Name</b>	<b>Type of Service Provided</b>	<b>Population Served</b>
The Blind Children's Learning Center of Orange County	Braille instruction, occupational and communication therapies, and vision services	Children from birth to 12 <sup>th</sup> grade
Dayle McIntosh Center for the Disabled	Skills training, adaptive life skills, referrals, etc.	Disabled persons
Goodwill Industries of Orange County	Vocational evaluation, training, and employment opportunities	Adults with physical, psychiatric, and developmental disabilities
John Henry Foundation	Medically supervised residential facility	Mentally disabled persons
Mental Health Association of Orange County	Medication support, case management, vocational rehabilitation, etc.	Mentally disabled persons
Orange County Arc	Educational, vocational, and life skills training	Developmentally disabled adults
Regional Center of Orange County	Educational and vocational skills training	Developmentally disabled adults
Providence Speech and Hearing Center	Complete diagnostic and treatment services	Children and adults with speech and hearing impairments
United Cerebral Palsy Association of Orange County, Inc.	Support group, life skills training	Persons with cerebral palsy and similar disabilities
Visiting Nurse Association Home Health Systems	Home-based nursing, rehabilitation, etc.	Ill, injured, or physically disabled persons
Vocational Visions	Health-related services and job placement support	Developmentally disabled adults

### **Extremely Low Income Households**

Extremely low income households are those earning annual incomes that are 30 percent or less of the AMI. Based on state income limits for 2008, a four-person, extremely low income household earns no more than \$27,900, and can afford approximately \$631 per month for rent (based on expending 30 percent of annual income on housing). Homeownership for extremely low income households is generally considered infeasible throughout southern California, including Westminster. Households with extremely low incomes often experience severe overpayment and overcrowding. According to 2000 CHAS data, approximately 87 percent of extremely low income renter households expend more than 30 percent of their income on housing. Approximately 68 percent of extremely low income owner households also overpay for housing. According to Westminster School District (kindergarten through 8<sup>th</sup> grade) records for the 2007/2008 school year, 39 students considered homeless were sharing one housing unit with multiple families.

CHAS estimates that there are 3,956 extremely low income households in Westminster. The overwhelming majority (70 percent) are renter households. Small families consisting of two to four persons and one- or two-member elderly households make up 35 and 33 percent of the City's extremely low income households, respectively. Single resident occupancy (SRO), senior rentals, and subsidized family housing types are necessary to meet this need.

The City facilitates extremely low income housing production by permitting conversions of motels into restricted lower income SRO units. Due to the large amount of subsidy necessary, government assistance is expected to support extremely low income households. In 2006 the Westminster Redevelopment Agency provided funding for a conversion of a motel into 54 units restricted to households earning no more than 50 percent of the AMI. This hotel conversion serves very low and potentially extremely low income households.

As described in the Land Inventory, a project proposed on underutilized site U1 will provide approximately 4 large units restricted to extremely low income families. The Agency used affordable housing set-aside funds to purchase the site, thus reducing the cost to the developer. In its Draft Affordable Housing Strategy the Agency proposes to assist very low income households. In addition to the affordability covenant purchasing program, all of the other Agency-funded programs serving very low income households (those earning 0 to 50 percent of the AMI) may also assist extremely low income households. The strategy is expected to be adopted in 2008 (see Program IIB2.2).

### **Single-Parent Households**

Single-parent households face challenges in providing shelter and an income for their families. Single-parent households are often single-income households and are more likely to have lower incomes than two-parent households. According to the 2000 Census, the median income for a male single parent household was \$36,250, and for a female single parent household was \$27,466, or \$46,461 and \$35,203, respectively, when adjusted for inflation in 2008. These incomes are significantly lower than the median income of \$53,786 (\$68,937 adjusted) for a two-parent household. In 2000, the number of single-parent households with children under the age of 18 was 2,074, representing 7.4 percent of the City's households. The 1,327 female-headed households with children under the age of 18 represented 5 percent of the City's total households.

### **Homeless Population**

There are numerous factors that contribute to homelessness in Westminster and Orange County. Difficulties in obtaining employment, mental illness, family problems, and substance abuse are a few common factors. Individuals and families experience homelessness for a variety of reasons, and therefore a homeless population may have a variety of needs. A homeless person may need medical care, job training, childcare assistance, mental health care, credit counseling, substance abuse treatment, and/or English language education, among other services.

The County of Orange conducts a countywide housing needs assessment every other year. The needs assessment is not conducted on a city-by-city basis. Due to the transient nature of the homeless population, the county's reports provide a countywide overview of the homeless population and assessed needs. The 2006 Continuum of Care Gaps Analysis estimates that there are 19,358 homeless persons in Orange County, 2,587 of which are chronically homeless. Table 17 provides estimates for some of the County's homeless subpopulations.

**TABLE 17  
HOMELESS SUB-POPULATION GROUPS 2006  
ORANGE COUNTY**

Sub-Population	Estimated Number of Persons
Chronic Substance Abusers	5,916
Severely Mentally Ill	1,656
Dually Diagnosed <sup>1</sup>	2,461
Multidiagnosed <sup>2</sup>	557
Victims of Domestic Violence and Their Children	931
Veterans	733
Youth	705
Pregnant Women	462
HIV/AIDS Afflicted Persons	225
Emancipated Youth	150
Physically Disabled	36

Source: County of Orange, Continuum of Care Gaps Analysis 2006

1: Dually diagnosed persons are afflicted with both severe mental illness and substance abuse.

2: Multidiagnosed persons are afflicted with several health problems such as mental illness, substance abuse, HIV/AIDS, and ADHD.

The transient nature of homeless persons poses a challenge to identifying the exact number of homeless persons and their specific needs in Westminster. In April 2008 the Westminster Police Department estimated that the City's daytime homeless population consists of approximately 50 to 65 homeless persons, peaking during the warm summer months. The police department generally observes homeless persons congregating in large commercial areas and in the section of the Bolsa Avenue corridor known as Little Saigon. The majority of Westminster's visible homeless population is made up of single, adult males. Most appear to leave the city in the evening. Those who do reside in Westminster at night sleep in cars or in temporary structures behind commercial buildings and out of public view. According to the police department, many appear to suffer from mental health or substance abuse problems. Homeless individuals may be well served by SRO units, second units, and transitional housing. Transitional housing facilities offer personal development programs, often augmented with health maintenance and professional counseling. Personal skills must be developed if true self-sufficiency is to be achieved.

Homeless families in Westminster are less visible because they often live friend-to-friend or relative-to-relative, motel to motel, or in transitional housing or another form of shelter. Westminster School District (kindergarten through 8<sup>th</sup> grade) reports that there were 70 homeless children in the district in the 2007/2008 school year. Of

those homeless students, 16 students lived in shelters, 1 student was unsheltered, 16 students lived in motels or hotels, and the residency of 37 homeless students was unknown. Westminster High School records for June 2008 report that 130 students were homeless, including those sharing one home with several families. Homeless families have special needs with regard to housing, such as size to accommodate adequate personal space, affordable child care, and various forms of counseling and life skills training.

Due to the wide range of housing resources needed by the diversity of the homeless community, it is important that the City minimize government constraints on a range of homeless housing resources, including emergency shelters, transitional housing, and low income housing units.

The existing zoning code does not directly address emergency shelters and transitional housing, although this does not mean that these uses are prohibited. There are also no development standards to ensure that these facilities are designed appropriately for their use and context. The City seeks to comply with Senate Bill 2, which mandates that appropriate sites and development standards are identified for emergency shelters, transitional housing, and permanent supportive housing.

During the code review for the zoning code update the City determined that the Public/Semi-Public (P/SP) zone is an acceptable zone for permitting emergency shelters (see Programs IIB3.1 and 5.2) without a conditional use permit or other discretionary action. The City has a total of approximately 493 acres zoned P/SP, of which approximately 45 acres are vacant or underutilized (containing older industrial uses or nursery space). Of these 45 acres, about 5 acres are located immediately adjacent to schools and are considered inappropriate for homeless or emergency shelters. Approximately six acres are vacant and located at or near intersections and mass transit opportunities. A task force is to be created to evaluate these and other sites to identify additional zones in which to permit or conditionally permit emergency shelters, permit transitional shelters, and potentially create a plan for a multijurisdictional facility.

Appropriate zones (in addition to the P/SP zone for emergency shelters) and development standards for these uses will be established following a City-initiated study on emergency shelters and transitional housing performed by a task force consisting of homeless service providers, affordable housing advocates, City staff, and possibly City officials (see Programs IIB5.2 and 5.3). The task force will ensure that permit processing, development, and management standards are objective and encourage and facilitate the development, or conversion to, emergency shelters. The task force will also seek collaborative opportunities with local jurisdictions in order to potentially combine resources to combat homelessness in multiple jurisdictions. Three local nonprofits: American Family Housing, The Kennedy Commission, and Interval House, have volunteered to participate in the task force and study. The findings of the study will influence the standards for these uses.

There are 15 known transitional housing units in Westminster serving families that are escaping extreme living conditions such as living on the streets or in a car, or domestic violence. Families are allowed to stay for up to two years, and receive supportive services, such as job training and parenting classes, at a nearby off-site

location. Studying the success of these units and discussing transitional and emergency housing issues with local service providers will inform the City as standards are crafted to integrate these uses into existing neighborhoods.

A network of local and regional service providers operate a number of programs to serve the needs of varied homeless subpopulations. Table 18 provides a list of emergency and transitional shelters and available services for the homeless population in and around Westminster.



**TABLE 18  
FACILITIES AND SERVICES FOR THE HOMELESS  
CITY OF WESTMINSTER**

<b>Organization Name</b>	<b>Type of Service Provided</b>	<b>Homeless Population Served</b>	<b>Number of Beds</b>
American Family Housing – Midway City	Transitional shelter	All	30
American Family Housing – Westminster	Transitional shelter	Families	N/A
Anaheim Interfaith Shelter/Halcyon	Transitional shelter	All	N.A.
Catholic Worker – Santa Ana	Emergency shelter	All	12
Catholic Worker – Santa Ana	Meals and showers	Women	N.A.
Cold Weather Shelter Program – Santa Ana	Emergency shelter	All	N.A.
Colette's Children's Home	Emergency and transitional shelter	Women and children	N.A.
Corbin Community Center – Santa Ana	Case management	All	N.A.
Covering Wings – Anaheim	Blankets, clothes, etc.	All	N.A.
El Modena Transitional Housing – Orange	Transitional shelter	Large families	N.A.
Emmanuel House – Santa Ana	Transitional shelter	Adults with HIV/AIDS	21
Episcopal Service Alliance – Huntington Beach	Food, clothes, case management	All	N.A.
Foursquare Church of Anaheim	Food and clothing (2x/month)	All	N.A.
Fullerton Interfaith Emergency Services	Emergency assistance	All	N.A.
House of Hope – Orange	Transitional shelter	Women	N.A.
Interval House – Orange County	Transitional shelter	Women and children	N.A.
Joseph House – Santa Ana	Transitional shelter	Men, emphasis on veterans	20
Lutheran Social Services – Garden Grove	Food, clothing, commodities, etc.	All	N.A.
Mary's Shelter – Central Orange County	Temporary housing	Pregnant teenagers	N.A.
Mercy House Transitional Living – Santa Ana	Transitional shelter	Men	N.A.
Metro Christian Center – Santa Ana	Case management	All	N.A.
New Vista Shelter/Fullerton Interfaith Emergency Services	Transitional shelter	Families with children	N.A.
Orange Coast Interfaith Shelter – Costa Mesa	Transitional shelter	Families with children	N.A.
Orange County Community Development Council – Garden Grove	Case management	All	N.A.
Orange County Rescue Mission – Various Locations	Emergency shelter	All	N.A.
Regina House – Santa Ana	Transitional shelter	Women with children	N.A.
Salvation Army Hospitality House	Emergency shelter	All	207
Serving People in Need – Costa Mesa	Housing, case management, etc.	Families with children	N.A.
Share Our Selves – Costa Mesa	Case management	All	N.A.
Sheepfold Shelter – Central Orange County	Transitional shelter	Women with children	N.A.
Someone Cares Soup Kitchen – Costa Mesa	Lunch and groceries	All	N.A.
Thomas House Shelter – Garden Grove	Transitional shelter	Families with children	N.A.
Vietnamese League – Garden Grove	Emergency shelter, food, citizenship education	Families, seniors	8
YWCA/Project Hope – Orange	School, tutoring, and meals	Children grades K–8	N.A.
YWCA/Hotel for Women – Santa Ana	Transitional housing, employment and personal counseling	Women	38
YWCA/Steps to Independence – Santa Ana	Transitional housing, employment and life skills training	Women	

**Farmworkers**

According to the Census, in 2004 approximately 254 Westminster residents were employed in the agriculture, forestry, fishing, or hunting industries, comprising approximately 0.8 percent of Westminster resident industries. Farmworkers generally have a need for lower income housing. Lower income farmworker households in Westminster are served by general housing assistance programs such as Section 8 rental assistance and deed-restricted affordable rental units.

***Overcrowding***

Overcrowding refers to a living situation in which there is more than one occupant per room in the house, excluding hallways, bathrooms, closets, and kitchens. Several undesirable conditions are associated with overcrowding. Accelerated deterioration of the home, overtaxed plumbing facilities, and parking problems often occur as a result of having too many persons sharing one living space.

Overcrowding in Westminster is predominately experienced in renter households. The 2000 Census indicated that overall, 22.8 percent of the City's housing units are overcrowded. Approximately 39 percent of rental units (4,052) and 12 percent of owner-occupied units (1,958) are overcrowded. This is an indication of a need for larger rental units. Overcrowding for moderate and lower income households in Westminster could be lessened by focusing rehabilitation and infill efforts on subsidized family housing with three or more bedrooms.

***Overpayment***

Overpayment refers to a household that expends more than 30 percent of its gross income for housing. According to the 2000 Census, 39 percent of all households in Westminster overpaid for housing. Approximately half of all renter households (5,154) and 30 percent of owner households (3,976) overpay for housing.

Expending more than 30 percent of a household's monthly gross income for housing leaves a smaller share of income available for other important expenditures, such as food, health care, and transportation. Moderate and upper income households may, and often do, expend more than 30 percent of their incomes for housing without experiencing hardships. However, the level of housing expenditure is critical to lower income households because of the limited and sometimes fixed nature of their incomes.

Lower income households earn less than 80 percent of the AMI and are considered in critical need of assistance. According to 2000 CHAS data, overpayment is prevalent in lower income households regardless of tenure. For very low income households 80 percent of renters and 62 percent of homeowners overpaid for housing. For low income households, 30 percent of renters and 50 percent of homeowners overpaid.

Housing subsidy programs are available to assist in providing housing for low-income households. One of the most widely used programs is the Section 8 Rental Assistance Program. As of March 2008, there are 1,860 households in Westminster

receiving rental assistance through either the Section 8 Voucher or other certificate programs. These programs are administered through the Orange County Housing Authority (OCHA). As indicated in the periodical reports issued by OCHA, Westminster has the largest number of Section 8 participants of any city in Orange County.

## Future Housing Needs

### *2006–2014 RHNA*

Under state guidelines, SCAG is required to identify regional housing needs by conducting a Regional Housing Needs Assessment (RHNA). This report entails fair share housing allocations among jurisdictions in order to accommodate population and employment growth from January 1, 2006 to June 30, 2014. Additionally, the housing need is delineated by affordability standards to provide housing for all economic segments of the population.

According to the RHNA allocation, in order for the City to sufficiently meet housing demands, it is estimated that 147 total units will be needed. The units are distributed among the four income categories. Accordingly, 37.6 percent are collectively allocated to the very low and low income households (referred to as lower income households), 19.9 percent to moderate income, and 42.5 percent to above moderate income households.

State housing law also recommends that the City assume that one-half of its very low income households are extremely low income households. With a RHNA of 30 very low income households, an estimated 15 are extremely low income. The City of Westminster is addressing this need through the development of an affordable housing project on an underutilized site (Site U1) described in the Land Resources section of this document and Redevelopment Agency-funded programs described in the Governmental Constraints and Resources section. A summary of the City's RHNA is provided in Table 19.

**TABLE 19**  
**REGIONAL HOUSING NEEDS ASSESSMENT 2006–2014**  
**CITY OF WESTMINSTER**

Income Category	RHNA	Percentage of Households
Extremely Low (30% or below of median)	15	10.3%
Very Low (31–50% of median)	15	10.3%
Low (51–80% of median)	25	17.1%
Moderate (81–120% of median)	29	19.9%
Above Moderate (120% above median)	63	42.5%
<b>TOTAL</b>	<b>147</b>	<b>100%</b>

Source: SCAG 2007

### *Units in Need of Rehabilitation and Replacement*

The City's existing rehabilitation programs and residents' diligent home maintenance and property management efforts have helped maintain the quality of an older community. The housing conditions survey showed that 26 percent of the units are in excellent condition and 65 are in good condition; however, the majority of the housing stock was constructed over 30 years ago, and precautionary measures should be taken to preserve housing and neighborhood quality.

The September 2007 housing conditions survey rated the City's existing housing stock excellent, good, fair, and poor. A rating of fair indicates a need for substantial rehabilitation or demolition, while a rating of poor that demolition is necessary. Survey results show that 8 percent of housing units are in fair condition, and 1 percent is in poor condition. Approximately 151 units may be in need of replacement, while 1,871 units are likely in need of substantial rehabilitation. The poorly rated units (those most likely to need replacement) consist of 37 single family homes and 114 multifamily units. These areas may be targeted for Agency assistance and activity.

### *Preservation of "At Risk" Affordable Housing Units*

State housing element law requires the analysis of government-assisted housing that is eligible to convert from lower income housing to market rate housing within five years after the end of the planning period (2019). Government-assisted housing units sometimes changes to market rate due to expiration of subsidies, mortgage prepayments, or expiration of affordability restrictions.

There are no units at risk of losing their affordability restrictions during the planning period or within five years after the planning period, 2019. City records identified 9 projects currently providing 446 units of affordable housing:

- Worth Drive House – 1 low income family home expires in 2055
- Cedar Street Triplex – 3 very low income family units expire in 2060
- Habitat for Humanity – 4 very low income family units affordable in perpetuity
- Stratford Place – 27 very low income family units expire in 2060
- Newland Converted Motel – 54 very low income SRO units expire in 2061
- Windsor Court – 58 lower income senior units expire in 2060
- Coventry Heights – 76 very low income senior units expire in 2058
- Westminster Senior Apartments – 91 lower income senior units expire in 2058
- Rose Gardens – 132 lower income senior units expire in 2026

At this time the City and Agency does not have any plans to destroy or remove any restricted affordable housing units by 2019.

Although there are no restricted Section 8 projects in the City, approximately 1,860 Section 8 voucher recipient households use their vouchers in Westminster. Absent any restricted Section 8 units, these Section 8 voucher households do not create any at risk units.

### *Summary of Housing Needs*

The special needs groups and future needs data identifies some potentially critical situations and issues.

- Approximately 18,120 Westminster residents report a disability (13,730 of which are non-elderly residents)
- It is estimated that approximately 68 percent of extremely low income owner households and 87 percent of renters overpay for housing
- Approximately 39 percent of rental units (4,052)
- Approximately half of all renter households (5,154) overpay and 30 percent of owner households (3,976) overpay for housing
- An estimated 151 units may be in need of replacement

A summary of existing and future housing needs in Westminster is provided in Table 20.

<b>TABLE 20 SUMMARY OF HOUSING NEEDS CITY OF WESTMINSTER</b>			
<b>2006-2014 Growth Needs<sup>1</sup></b>		<b>Special Needs Group<sup>2</sup></b>	
Extremely Low	15	Large Families	6,320
Very Low	15	Elderly Persons	9,634
Low	25	Disabled Persons	18,210
Moderate	29	Extremely Low Income Households	3,956
Above Moderate	63	Female Headed Households (w/ and w/o children)	2,954
<b>TOTAL</b>	<b>147</b>	Single Parent Headed Households	2,074
		Homeless Persons	65
<b>Overcrowded Households<sup>3</sup></b>		Farmworkers	254
Renter	4,052		
Owner	1,958	<b>Units in Need of Substantial Rehabilitation<sup>5</sup></b>	
<b>TOTAL</b>	<b>6,010</b>	Single-Family	780
		Multifamily	1,091
<b>Overpaying Households<sup>4</sup></b>		<b>TOTAL</b>	<b>1,871</b>
Renter	5,154	<b>Units in Need of Replacement<sup>5</sup></b>	
Owner	3,976	Single-Family	37
<b>TOTAL</b>	<b>9,130</b>	Multifamily	114
		<b>TOTAL</b>	<b>151</b>

Source: The Planning Center 2008 and as noted below:

1: SCAG 2007

2: US Bureau of the Census 2000, 2004

3: US Bureau of the Census 2000

4: US Bureau of the Census 2000

5: Westminster Housing Conditions Survey, RSG, Inc. 2007

## 5. Land Resources

To respond to future housing needs, the City has identified housing potential in the following four categories:

- **Constructed Units:** units constructed on or after January 1, 2006
- **Approved Units:** entitled units that have yet to be constructed and may be constructed during the planning period
- **Vacant Land:** vacant land zoned for residential use that may be developed during the planning period
- **Underutilized Land:** presently underdeveloped land zoned for residential use or available to transition to residential use during the planning period

### Constructed Units

Between January 1, 2006, and March 1, 2008, a total of 168 housing units were constructed in Westminster. Based on sales information provided by DataQuick, all 168 units were assumed to be affordable to above moderate income households. During this period a motel conversion also occurred, creating 54 single resident occupancy units (SROs) restricted to very low income households (those earning 0 to 50 percent AMI). This project may provide housing to extremely low income households. Constructed units exceed the City's RHNA allocation for above moderate income (46) and very low income (30) units.

### Approved Units

City records show that 204 units that were approved on or after January 1, 2006, have yet to be constructed, including 144 condominium units for seniors. These units may be reasonably expected to be constructed during the planning period. Although a softening housing market may make many of these units affordable to moderate income households, only two of the approved units were income-restricted. Habitat for Humanity is approved to construct two condominium units permanently restricted to be affordable to very low income households. The project will incorporate green building measures to reduce energy consumption, wastewater, and greenhouse gas emissions.

### Vacant Land

Because of the builtout nature of Westminster, the supply of vacant land suitable for immediate residential development is limited to less than a half-dozen parcels throughout the City. A GIS-based analysis of land resources combined with an assessment of physical and regulatory limitations narrowed the number of sites with potential for residential development within the planning period to three.

In total, these three sites provide 19.1 acres available for housing development. Each of these sites has adequate public infrastructure to accommodate development and is currently zoned for residential development. Buildout capacities were established for each site based on land use controls, development standards, and densities of constructed similar sites within the City.

Site V1 is unique in that it is proposed for senior housing, a use that is conditionally permitted in all zoning districts, rendering a zone change unnecessary. Site V1 consists of four parcels, with two zoning designations (R3 and C1), under the same ownership. In Westminster senior housing is a special use without a maximum density and with minimal development standards. Westminster uses the CUP process to provide design flexibility without the creation of a specific plan. Additional regulatory relief is provided through reduced parking requirements, reduced open space requirements, and a significantly reduced public park fee.

Senior rental housing provides small units appropriate for individuals and couples seeking lower maintenance and lower cost housing. A 160-unit senior rental project, including 25 units restricted to low income households, is proposed for the site. The Agency has Low and Moderate Income Housing Fund monies available to subsidize the construction of new affordable units on this site (see Table 31). Although the exact unit mix has not been determined, most units will be studio and one-bedroom units, with an anticipated household size of no more than two persons. This small unit size, along with regulatory relief from the City that is provided to all senior housing projects, reduces development costs, which in turn decreases rents.

Based on the affordability gap analysis performed by RSG, Inc., in February 2008 the median rent for a studio apartment in Westminster was \$1,108 while the affordable rental cost for a moderate income one-person household was \$1,593. The median rent for a one-bedroom apartment was \$1,200; the affordable rental price for a moderate income two-person household was \$1,817. Given the nature of senior housing and current rental costs, it is reasonable to assume that approximately one-third of the units will be affordable to moderate income two-person households.

Site V2 is adequately sized to accommodate two units, both assumed to be affordable to above moderate income households. However, it is possible that a nonprofit could construct two affordable units on this site. For example, Habitat for Humanity is building a two-unit condo project in Westminster that is restricted to very low income households. Site V3 is the only large and vacant low density parcel in Westminster and is not expected to provide affordable housing.

Overall, the existing zoning of these vacant residential sites could accommodate at least 198 units, as shown in Table 21. Figure 1 identifies the locations of these sites.



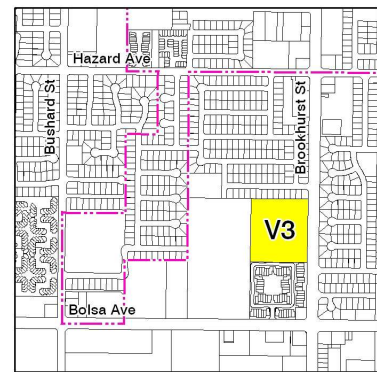
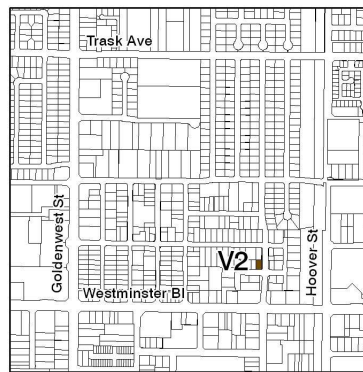
**TABLE 21  
DEVELOPMENT POTENTIAL OF VACANT RESIDENTIAL SITES  
CITY OF WESTMINSTER**

Site	Net AC	Existing Zoning	Proposed Zoning	Proposed Density	VL	L	M	AM	Total
V1 <sup>1</sup>	4.9	R3	R3 and C1, respectively (no maximum density in any zone for senior housing)	16.3 DU/AC	0	25	50	85	160
	3.2	R3							
	0.5	R3							
	0.8	C1							
	0.4	C1							
SUBTOTAL	9.8	R3 and C1							
V2	0.1	R5	R5 (19–24 DU/AC)	20.0 DU/AC	0	0	0	2	2
V3 <sup>2</sup>	9.2	R1	R1 (0–7 DU/AC)	3.9 DU/AC	0	0	0	36	36
<b>TOTAL</b>	<b>19.1</b>	<b>--</b>	<b>--</b>		<b>0</b>	<b>25</b>	<b>50</b>	<b>123</b>	<b>198</b>

1: Site V1 consists of four adjacent vacant parcels under the same ownership. A 160-unit senior housing project including 25 restricted low income units has been proposed. Senior housing is conditionally permitted in all zones of the City. Proposed density is based on the proposed project's site plan.

2: The development potential of site V3 is calculated at a density comparable to existing development on similar sites: 4 units per acre.

**FIGURE 1  
VACANT RESIDENTIAL SITES  
CITY OF WESTMINSTER**



**Underutilized Land**

The City of Westminster is dedicated to finding alternative opportunities for housing development. Considering the high cost and scarcity of vacant residential land, the City of Westminster looks to underutilized parcels for affordable housing sites. For the Housing Element, underutilized parcels are defined as property that is either developed but could accommodate greater intensity or vacant land that is not currently zoned for residential uses. Underutilized land may address the City's future housing needs if the element describes the realistic development potential based on several factors, including recent development trends, recent market conditions, existing uses, and existing or proposed incentives.

*Recent Development Trends*

The City of Westminster has a history of transforming underperforming commercial and residential parcels into successful housing developments. Project types include market-rate apartments, townhomes, and condominiums, as well as subsidized senior apartments, SRO units, and family housing. The Redevelopment Agency has been very active in supporting affordable housing. From 2003 to 2006 the Agency provided funding to support the construction of 126 very low income senior units, 34 very low income family units, 126 low income senior units, 1 low income family unit, and 54 very low income SRO units.

In recent years all new affordable housing construction (not rehabilitation or purchasing of existing projects) in the City utilized density bonus laws to achieve maximum buildout potential.

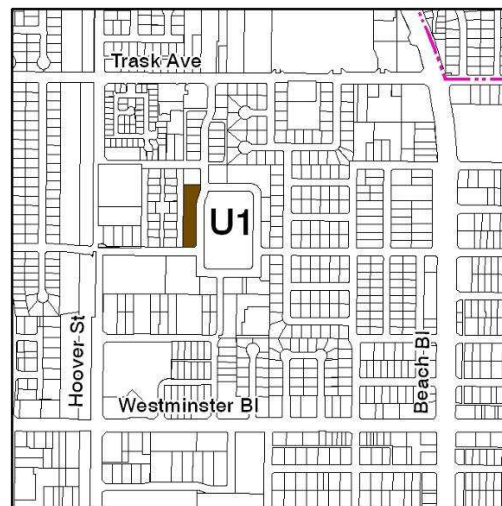
*Recent Market Conditions*

Although the housing market in southern California has softened, Orange County homes are still commanding prices only affordable to above moderate income households. Furthermore, home prices in communities closest to the coast have not decreased as much as their inland counterparts. Home sales prices in Westminster have decreased over the last two years. Recent median home sales information provided by DataQuick shows that the Westminster median home price was \$530,000 in January of 2008 (27 homes sold) and \$440,000 in March of 2008 (30 homes sold). Although the median home price per month may vary due to several factors, it is important to note that both median sales prices are affordable only to above moderate income households.

Decreasing home prices may allow moderate income renters with good credit history to purchase their first home or allow residents of less desirable communities to relocate to Westminster. There is still a strong market for the development of underutilized parcels. Furthermore, the City's aggressive and well-funded Redevelopment Agency is able to attract and support affordable housing development.

*Underutilized Site U1*

**FIGURE 2  
UNDERUTILIZED SITE U1  
CITY OF WESTMINSTER**

**Existing Use**

This 1.18-acre site is currently zoned for Restricted Commercial (CR), which is appropriate for low-intensity office uses. Its present use is a medical office and surface parking lot. The site is adjacent to apartments, mobile homes, and medical offices. The size of the site allows development without lot consolidation and adjacent uses will not impede residential development. The existing facility is proposed to be demolished.

**Proposed Use**

The City has taken steps toward the approval of an affordable 38-unit project on this site. In February 2008 the Westminster Redevelopment Agency approved an exclusive negotiation agreement with AMCAL Multi-Housing, Inc., for the development of 4 extremely low and 33 very low income family units, plus one manager's unit. To further this effort the Agency authorized the Director to purchase the site with Redevelopment Low and Moderate Income Housing Funds. The Agency acquired the site in March 2008.

The site is proposed to provide extremely low and very low income rental housing with on-site management. To permit higher density residential uses the site will be rezoned to Multiple-Family Residential (R5/19-24 units per acre) and use a density bonus to ultimately build out to 32.2 units per acre. The project is designed to address housing needs for lower income families, and all of the units will have three

or more bedrooms. The proposed unit sizes and affordability levels are shown in Table 22.

**TABLE 22**  
**PROPOSED UNIT MIX FOR UNDERUTILIZED SITE U1**  
**CITY OF WESTMINSTER**

Unit Size	Number of Units	Share of Units	Income Category	Income Limits
3 bedroom, 2 bath	1	2.6%	Manager's Unit	--
3 bedroom, 2 bath	2	5.3%	Extremely Low	30% AMI
3 bedroom, 2 bath	4	10.5%	Very Low	40% AMI
3 bedroom, 2 bath	15	39.5%	Very Low	50% AMI
4 bedroom, 2 bath	2	5.3%	Extremely Low	30% AMI
4 bedroom, 2 bath	14	36.8%	Very Low	50% AMI

Source: AMCAL 2008

### Incentives

The Redevelopment Agency purchased the land to reduce the cost of developing the site for affordable housing. The proposed density, 32.2 units per acre, is possible through a density bonus as permitted by right, according to state density bonus law. In addition to increased density the project will also be eligible for other incentives, such as expedited permit processing or reduced fees. Project costs will be further reduced since affordable infill projects are categorically exempt from CEQA. Table 23 identifies potential unit yields with income distribution assumptions.

**TABLE 23**  
**DEVELOPMENT POTENTIAL OF UNDERUTILIZED SITES**  
**CITY OF WESTMINSTER**

Site	Net AC	Existing Zoning	Proposed Zoning	Proposed Density <sup>1</sup>	EL	VL	L	M	AM	Total
U1	1.18	CR	R5	32.2	4	33	0	0	1	38
<b>TOTAL</b>					<b>4</b>	<b>33</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>38</b>

1: U1 achieves a density of 32.2 dwelling units per acre based on density bonus law and the proposed project.

### Overall Development Potential

Table 24 and Figure 4 illustrate the overall development potential of vacant and underutilized land in the City for the planning period.

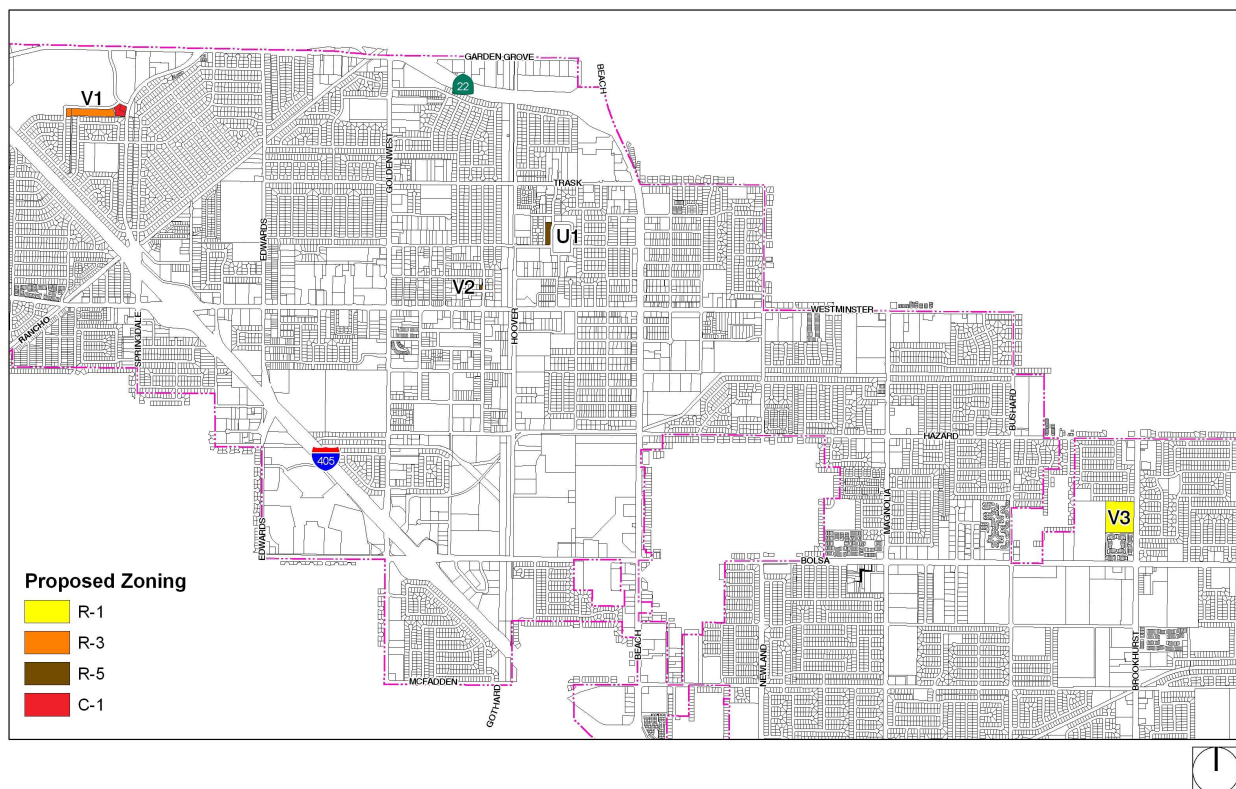
**TABLE 24**  
**SUMMARY OF DEVELOPMENT POTENTIAL**  
**CITY OF WESTMINSTER**

Type	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Constructed <sup>1</sup>	0	54	0	0	168	222
Approved <sup>2</sup>	0	2	0	0	202	204
Vacant	0	0	25	50	123	198
Underutilized	4	33	0	0	1	38
<b>TOTAL</b>	<b>4</b>	<b>89</b>	<b>25</b>	<b>50</b>	<b>494</b>	<b>662</b>

1: Constructed units include the conversion of a motel to 54 very low income SRO units. This project may also serve extremely low income households.

2: Approved units includes a total of 17 units are in the final stages of the development review.

**FIGURE 4**  
**VACANT AND UNDERUTILIZED SITES**  
**CITY OF WESTMINSTER**



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## 6. Governmental Housing Constraints and Resources

Local governments affect the supply, distribution, and cost of housing through land use controls, building codes, development permits, and fees. Compliance with state-mandated requirements, such as environmental impact assessments and approval procedures, influences the cost of residential development. Governments also provide housing resources such as funding for preservation, rehabilitation, and new construction. This section identifies any potential constraints to housing development and opportunities for housing through government regulations and resources.

### Land Use Controls

The City's policies for development are set forth in the Land Use Element of the City's General Plan. The location, density, and type of housing developed in the City are guided by the zoning code and Land Use Element of the General Plan.

#### *General Plan*

State law requires each city to have a general plan that establishes policy guidelines for future development. The Land Use Element identifies the location, distribution, and density of land uses throughout the City. The Land Use Element describes three residential land uses ranging in density from 4 to 25 dwelling units per acre, or over 32 units per acre if maximizing development potential through density bonus provisions. Described in Table 25, the residential land uses allow for a variety of housing types to accommodate a range of owner and rental housing opportunities.

**TABLE 25  
GENERAL PLAN RESIDENTIAL LAND USES  
CITY OF WESTMINSTER**

Land Use	Density	Description
Low Density Residential	0–7 DU/AC	Single-family detached units
Medium Density Residential	8–14 DU/AC	Single-family attached units and multifamily units
High Density Residential	15–25 DU/AC	Multifamily units with increased development intensity

Source: City of Westminster General Plan Land Use Element 1996

#### *Zoning Code*

Zoning regulations control development by establishing requirements related to height, density, lot coverage, setbacks, and parking. The City is in the process of updating the zoning code and is expected to adopt the new code in 2008 (see Program IIB3.1).

The City's zoning code regulates community development by establishing permitted uses and development standards for residential uses. Westminster's residential zones range from a maximum of 7 units per acre in the Single-Family (R1) zone to

24 units per acre in the Multiple-Family Residential (R5) zone, exclusive of density bonus provisions. Additionally, the City allows manufactured housing in single- and multifamily zones and does not establish a maximum zoning for senior housing. The zoning code update will increase the allowable residential uses within the City and match the maximum allowable density (25 DU/AC) from the General Plan's High Density Residential land use. Permitted uses by zoning district are described in Table 26.

The current zoning code allows traditional and supportive housing types. With the exception of senior housing, adult day care/residential care facilities, and motel conversions to SRO units, the existing zoning code permits all residential uses by right in the residential zone appropriate to their density.

A conditional use permit is required for senior housing (which is conditionally permitted in every zoning district in the City) to provide an opportunity for flexible design standards and thorough review of each project. To facilitate senior housing, the City did not establish a maximum density or other development standards for senior-restricted units. Rather, the conditional use permit process allows the City to review each senior housing project to ensure the site plan and project design are appropriate. This process provides greater freedom in project design and higher density development. At present, two senior housing projects are ongoing in the City, both at densities above 32 units per acre, which is the highest allowable density permitted in the R5 zone with a density bonus. The City's positive track record demonstrates that the requirement of a conditional use permit provides opportunities for flexible and site-specific design without a specific plan.

The existing zoning code does not define or regulate emergency shelters and transitional housing. Based on a review performed as part of the zoning code update, the City has already determined that the Public/Semi-Public (P/SP) zone is an acceptable zone for emergency shelters. The zoning code update will permit emergency shelters by right in the P/SP zone (see Program IIB5.2). Development standards and other zones for emergency shelters and transitional housing will be established following a City-initiated study (see Programs IIB5.2 and 5.3).

The Planned Development (PD) overlay district allows for variances from development standards. In exchange for allowing development standards beyond those permitted by the zoning code a developer includes on-site amenities and superior design. This zone was established to improve the quality of projects constructed in the City. A project applicant requests a zone change to achieve the PD overlay. The City processes the zone change and development application concurrently to expedite review. Flexible standards enable the development community to maximize development potential without the costly preparation of a specific plan. Even though the PD overlay requires a zone change to be approved by the City Council, the overlay has been utilized in the majority of residential projects since the 1980s. The PD overlay is an opportunity for site-specific, high-quality residential project design and is not a constraint to affordable housing.

Table 27 lists the minimum acceptable standards for residential development within the City's districts to assure high quality, attractive development without hindering the production of affordable housing. These development standards do not serve as a constraint to the production of affordable and market rate housing.



**TABLE 26  
PERMITTED RESIDENTIAL USES BY ZONING DISTRICT  
CITY OF WESTMINSTER**

Housing Type	R1	R2	R3	R4	R5	P/SP	C1, C2, and CM
<b>Conventional Housing</b>							
Single-Family Detached	P	P	P	P	P	--	--
Mobile Homes and Manufactured Homes in Parks	--	--	P	P	P	--	--
Modular/Manufactured Homes outside of Parks	P	P	--	--	--	--	--
Multiple-Family Dwellings <sup>1</sup>	--	P	P	P	P	--	--
<b>Special Needs Housing</b>							
Adult Day Care	CUP	CUP	CUP	CUP	CUP	--	--
Emergency Shelters <sup>2</sup>	--	--	--	--	--	P	--
Residential Care (≤6 clients) <sup>3</sup>	P	P	P	P	P	--	--
Residential Care (>6 clients)	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Second Units	P	--	--	--	--	--	--
Senior Housing <sup>4</sup>	CUP	CUP	CUP	CUP	CUP	CUP	CUP
Single Resident Occupancy <sup>5</sup> (Motel Conversion)	--	CUP	CUP	CUP	CUP	--	CUP
Transitional Housing <sup>6</sup>	P	P	P	P	P	--	--

Source: City of Westminster Municipal Code

1: Multiple-Family Dwellings include single-family attached units and two-family dwellings.

2: The existing zoning code does not define or address emergency shelters. The zoning code update will permit emergency shelters in the P/SP zone by right. Development standards and additional zones for emergency shelters will be determined following a City-initiated study (see Program II.B5.2).

3: In-home Residential Care facilities require a home business license.

4: Senior housing (multifamily) is conditionally permitted in every zoning district in the City. The CUP is necessary to provide design review because no maximum density is set for this form of development. The CUP process is intended to allow senior housing opportunities that maximize development potential without compromising safety and design quality.

5: Single Resident Occupancy units are housing units created through motel conversions.

6: At present transitional housing is not defined or addressed in the zoning code. Transitional housing facilities are currently permitted as typical housing units. Appropriate zones and development standards for transitional shelters will be determined following a City-initiated study (see Program II.B5.3).

**TABLE 27**  
**CURRENT RESIDENTIAL DEVELOPMENT STANDARDS**  
**CITY OF WESTMINSTER**

<b>Zoning or Overlay District</b>	<b>Minimum Lot Area</b>	<b>Density</b>	<b>Lot Coverage</b>	<b>Building Height</b>	<b>Front Yard</b>	<b>Interior Side Yard</b>	<b>Corner Side Yard</b>	<b>Rear Yard</b>
R1 Single-Family Residence	6–6,500 SF	1–7 DU/AC	40% max.	35 feet max.	Max. 50 feet from centerline	5 feet min.	5–10 feet min.	Min. 20% of average lot depth
R2 Multiple-Family Residence	6–6,500 SF	8–12 DU/AC	40% max.	35 feet max.	Max. 50 feet from centerline	5–10 feet min.	5–10 feet min.	Min. 20% of average lot depth
R3 Multiple-Family Residence	6–6,500 SF	13–14 DU/AC	50% max.	35 feet max.	Max. 50 feet from centerline	5–10 feet min.	5–10 feet min.	Min. 20% of average lot depth
R4 Multiple-Family Residence	6–6,500 SF	15–18 DU/AC	60% max.	35 feet max.	Max. 50 feet from centerline	5–10 feet min.	5–10 feet min.	Min. 20% of average lot depth
R5 Multiple-Family Residence	10,000 SF	19–24 DU/AC	60% max.	Varies <sup>1</sup>	Max. 50 feet from centerline	5–10 feet min.	5–10 feet min.	Min. 20% of average lot depth
Planned Development Overlay	Permits variations from zoning	Underlying Zoning	Permits variations from zoning	No established requirement	Permits variations from zoning	Permits variations from zoning	Permits variations from zoning	Permits variations from zoning

Source: City of Westminster Municipal Code

1: Height restrictions for development within the R5 district are context-sensitive. If the proposed building abuts an R1 property the building height is limited to 35 feet. If the proposed building does not abut R1 property the maximum height is equal to the width of the adjoining street. The R5 zone provides potential for housing development of three to five stories tall or higher, depending on the width of the adjoining street.

### *Building Codes and Enforcement*

The City of Westminster adopts building and safety codes to protect public health, safety, and welfare. However, these codes have the potential to increase the cost of housing construction and rehabilitation. Westminster has adopted the State of California Building Code, 2007 Edition, including Appendix 1, based on the 2006 International Building Code, as published by the International Code Council, and the 1997 edition of the Uniform Housing Code as published by the International Conference of Building Officials. The City has not made any local amendments to the building codes that would impact housing.

Code enforcement is a critical component of retaining quality neighborhoods and residential structures. The City employs two full-time building inspectors and code enforcement officers. Code enforcement officers examine properties in response to complaints or as part of ongoing proactive programs. Identifying and prescribing solutions to code violations improves the community's appearance as well as resident safety.

The most common housing-related code enforcement violations in Westminster are illegal construction and deferred exterior maintenance. Residents seeking to expand their homes for relatives or renters often try to do so without adequate permits, particularly those attempting to convert a garage into living space. Violators are referred to the City's home improvement and rehabilitation loan programs.

### *Site Improvements*

Westminster may require on-site improvements to construct residential development. The developer of a residential project is required to provide the entire necessary public infrastructure to serve the project. This includes, but is not limited to, the provision of storm drains, light poles, and water and sewer connections. Vacant residential parcels in Westminster are infill sites with vital infrastructure systems and sidewalks, curbs, and gutters already in place.

Minimal improvements are necessary to develop housing in Westminster. The need for site improvements is limited and should not be considered a constraint to affordable housing. Site improvements in Westminster are necessary for the provision of safe and sanitary housing, such as lighting, connections to existing infrastructure, and a curb cut through which to enter and exit the project.

### *Parking Requirements*

Parking requirements in Westminster are generally more liberal than those imposed by other cities in Orange County. Parking facilities are required to be located on the same lot and reduce the amount of available lot area for housing. This can increase the cost of developing housing, as fewer, smaller units are constructed on the remaining developable land.

Parking requirements generally relate to the housing type and number of bedrooms or units. Some uses, however, require fewer parking spaces, such as student

housing and residential care facilities. Existing parking standards are listed by residential development type in Table 28. These parking standards are not considered a constraint to development. The parking standard for second units, which require an additional garage space, has not constrained the development of second units. The City entitled six second units in the previous planning period.

Parking standards for emergency and transitional shelters will be determined by the findings of the emergency shelter, transitional and permanent supportive housing task force.

<b>TABLE 28</b> <b>RESIDENTIAL PARKING REQUIREMENTS</b> <b>CITY OF WESTMINSTER</b>	
<b>Development Type</b>	<b>Parking Requirement</b>
Single-Family Dwellings	For dwellings with 4 or fewer bedrooms – two-car enclosed garage having minimum interior dimensions of 20 feet in width and 20 feet in depth
	For dwellings with 5 or more bedrooms – 3 enclosed garage spaces with minimum interior dimensions of 10 feet by 20 feet (for each space) and 3 open parking spaces with minimum dimensions of 9 feet by 19 feet
Multifamily Dwellings	For units with 1 or fewer bedrooms (studio) – 1 enclosed garage space per unit and 0.5 off-street, open parking space per unit
	For units with 2 bedrooms – 1 enclosed garage space per unit and 1 off-street, open parking space per unit
	For units with 3 or more bedrooms – 2 enclosed garage spaces per unit and 0.5 off-street, open parking spaces per unit
Senior Housing	Determined on a case-by-case basis to provide flexibility
Second Units	1 garage space in addition to garage spaces required for the primary dwelling
Single Resident Occupancy (Motel Conversion)	1 parking space (uncovered) per dwelling unit
Residential Care Facilities	6 or fewer clients – as required for the type of dwelling, typically a single-family home
	7 or more clients – 1 parking space for every 3 beds
Boardinghouses, Lodging houses, Fraternity or Sorority Houses, Student Dormitories, Student Housing Facilities	1 parking space for every 2 guest rooms, dwelling units, or living units
Source: City of Westminster Municipal Code	

### *Density Bonus*

The State of California enacted significant changes to the state's density bonus law, effective January 1, 2005. As stated in Program IIB2.3, the City's zoning code will be amended to reflect the new law (chaptered as Government Code Section 65915-65918), which requires jurisdictions to grant a density bonus of 20 percent above the maximum permitted density if a development provides at least 5 percent of the units at rates that are affordable to very low income households or 10 percent of the units at rates that are affordable to low income households. If 10 percent of condominium

or planned development units are affordable to moderate income households, then the project is eligible to receive a 5 percent density bonus.

In addition, there is a sliding scale that requires additional density bonuses above the 20 percent threshold (up to a maximum density bonus of 35 percent):

- An additional 2.5 percent density bonus for each additional increase of 1 percent very low income units above the initial 5 percent threshold;
- A density increase of 1.5 percent for each additional 1 percent increase in low income units above the initial 10 percent threshold; and
- A 1 percent density increase for each 1 percent increase in moderate income units above the initial 10 percent threshold.

Additionally, jurisdictions must grant concessions or incentives depending on the percentage of affordable units provided. Concessions and incentives include reductions in zoning standards, other development standards, design requirements, and mixed-use zoning among others. Any project that meets the minimum criteria for a density bonus is entitled to at least one concession and may be entitled to as many as three concessions.

The new law also reduced parking standards for the entire development project for projects eligible for a density bonus. These numbers are inclusive of guest parking and handicapped parking. Spaces may be tandem and/or uncovered.

- Zero to one bedroom: one on-site parking space
- Two to three bedrooms: two on-site parking spaces
- Four or more bedrooms: two and one-half on-site parking spaces

Recent amendments in 2008 (Assembly Bill 2280) specify when the density bonus and incentives can be requested, limits density bonuses and incentives to projects voluntarily providing affordable units, and clarifies how the 20 percent density bonus may apply to senior housing.

The amendment specifies that the applicant can only request a density bonus and/or incentives upon the submittal of the initial application for discretionary review. Assembly Bill 2280 also clarifies which projects qualify for density bonuses. Only projects whose applicants are voluntarily providing affordable housing are eligible, rather than allowing density bonuses to projects that only have affordable units in order to comply with a local inclusionary housing ordinance. Furthermore, in a mixed senior and family housing project, the 20 percent density bonus applies to the restricted senior affordable housing only, not the entire project (of course, local agencies can grant more generous bonuses for senior housing if they see fit).

The update directs jurisdictions to offer incentives for projects that meet the density bonus affordable unit requirements, regardless of whether or not the project is actually utilizing a density bonus. The thresholds for incentives were also changed, as shown below.

- One incentive or concession for projects including at least 10 percent of the total units for lower income households, at least 5 percent for very low income households, or at least 10 percent for moderate income households

- Two incentives or concessions for projects including at least 20 percent of the total units for lower income households, at least 10 percent for very low income households, or at least 20 percent for moderate income households
- Three incentives or concessions for projects that include at least 30 percent of the total units for lower income households, at least 15 percent for very low income households, or at least 30 percent for moderate income households.

### *Second Unit Requirements*

Second units are capable of providing housing below market prices and often meet the special population needs of the elderly, disabled, and low-income young persons such as students. In accordance with AB 1866 (Government Code Section 65852.2), the City amended the zoning code to make permitting a second unit a ministerial action; an action that does not require public notice, public hearing or discretionary approval.

The zoning code defines a second unit is an accessory residential unit, including complete and independent living facilities for one or two persons (maximum size of 640 square feet), attached to the primary residence. Second units are permitted in the R1 zone with a minimum parcel size of 7,000 square feet, and meeting existing setback requirements for development in the R1 zone. One garaged parking space for the second unit is required. The intent of this definition is to ensure that secondary units do not adversely impact single-family neighborhoods.

During the previous planning period the City permitted the construction of six second dwelling units using the standards described above. The existing design and setback requirements facilitate the development of second units without changing the nature of Westminster's single-family neighborhoods.

### *Development Review Process and Fees*

The City of Westminster's development review process is designed to accommodate development while ensuring public safety and aesthetic quality. The development review process consists of two main phases, zoning review and design review. The zoning review determines compliance with the zoning code, while site plan (design) review is an evaluation of site planning and architecture to ensure quality design. There are three decision-making bodies in the City that govern the development review process: the Community Development Director, the Planning Commission, and the City Council.

Westminster first gives the applicant a chance to discuss the proposed project with staff prior to site plan review. This optional Preliminary Plan Review allows City staff to go over the application and give input to the applicant before entering in the formal site plan review process. Once an application is filed, the City of Westminster has 30 days to deem a project application complete or incomplete, per the Permit Streamlining Act. Once a project is deemed complete, it is distributed to various city departments for review and comment. After staff comments have been addressed by the applicant, the use is approved by the Community Development Director (senior units are an exception).

An administrative review simply to ensure zoning code consistency takes no more than 2 weeks. All residential uses, with the exception of senior housing, are permitted by right in the residential zone appropriate for the project density. Projects consisting of one second unit, single-family home (including a second unit concurrently with a single-family home), or duplex are permitted without design review. Administrative approvals are granted by the Community Development Director. Such projects typically complete the site plan review processes in four weeks.

The size of a project determines which level of design review is necessary: administrative review, Planning Commission nonhearing, or Planning Commission public hearing. If a project consists of three to five multifamily units the design is reviewed by the Planning Commission without a public hearing. The purpose of the Planning Commission nonhearing is to ensure quality project design. It does not dictate use. If a multifamily project consists of six or more units, or requires a variance or conditional use permit, the design review takes place at a regularly scheduled Planning Commission public hearing to allow public input. Projects requiring Planning Commission design review typically take six weeks to approve. If a project is approved, an approval letter (including conditions of approval), is sent to the applicant. The project only proceeds to the City Council if it requires a legislative act such as a general plan amendment or zone change. If the project requires a legislative act by the City Council, approximately ten weeks is typical to allow for preparation for and scheduling of the public hearings.

Applicants may refer to the development standards in the City's adopted zoning code and the adopted Design Standards Manual. As a community with aging neighborhoods design review is an opportunity for Westminster to ensure that new development has façade articulation and appropriate massing to improve the aesthetic quality of the built environment. The Design Standards Manual provides text and illustrations to highlight a variety of product types, architectural styles, façade treatments, site planning, and landscape ideas to improve quality of housing design. The document also explains the design review process and provides a design review checklist for the applicant.

The high cost of housing development is often attributed, in part, to governmental delays in the entitlement process. A lengthy permitting process delays the construction and ultimately the occupation of new homes. One way the City reduces development cost and review periods is to process multiple entitlements concurrently. For example, a site plan requiring discretionary approval may also require a zone change, and both entitlements would be processed at the same time by the same staff member. To further ease the development review process for all types of development the City has developed a standard application, which specifies the information necessary for creating a complete application. The City's development standards are posted on the City's website to inform developers prior to plan creation.

The City is undergoing a zoning code update that will enhance the quality and streamline the review process. Once the revised zoning code is adopted, new processing guidelines (see Program IIB3.1) will require projects with two through six units to under go a nonhearing Planning Commission level of design review.

Duplexes were added to this level of design review because limited vacant land resources are resulting in single-family teardowns replaced with duplex units. The City seeks to ensure quality in design that will integrate these multifamily units into existing single-family neighborhoods. This level of review addresses the project design and architecture and may add a week or two to the approval process for duplexes. It is not, however, a review of the project use. Overall, processing times should be reduced by the consolidation of site plan review and design review processes. The zoning code will be updated to allow these processes to occur concurrently to reduce the time needed for project assessment and staff report preparation. Table 29 provides current processing times in Westminster. The City's processing times and permit procedures do not unduly constrain housing development.

**TABLE 29  
AVERAGE PROCESSING TIMES AND APPLICATION FEES  
CITY OF WESTMINSTER**

Type of Application <sup>1</sup>	Average No. of Weeks <sup>3</sup>	Application Fee
Zone Change <sup>2</sup>	10–12	\$3,475
Tentative Tract Map <sup>2</sup>	8	\$3,505 + \$37 per lot over 10 lots or \$2,335 + \$37 per lot over 10 lots with other hearing
Tentative Parcel Map	6	\$2,720 or \$1,700 with other hearing
Lot Line Adjustment	6	\$1,195
Site Plan (Administrative) Review	4	\$925
Site Plan (Planning Commission – Non hearing)	6	\$2,250
Site Plan (Planning Commission Hearing)	6	\$2,250
Variance (Planning Commission Hearing)	6	\$1,630
Conditional Use Permit	6	\$2,875 or \$1,655 with other hearing
Zoning (Administrative) Review	2	\$75

Source: Westminster Community Development Department

1: Items not automatically reviewed by the City Council are subject to be requested for review by the Council. When this occurs, it adds two to four weeks to the processing time.

2: Requires City Council review and approval.

3: The processing time begins when the project is deemed to be complete. The time it takes the City to review for completeness is approximately 10-15 days. The applicant may take up to six months to deliver application material.

The City's permit processing procedure includes the state-mandated California Environmental Quality Act (CEQA) procedures. Mandatory CEQA review timeframes are established by the state to ensure the environmental integrity of development and to protect the health, safety, and welfare of the public. Therefore, the City cannot streamline CEQA implementation. Fortunately, a large portion of the existing and likely future development potential in Westminster will be of an infill nature, which may qualify for categorical exemption from the CEQA process.

A variety of fees and assessments are charged by the City and other agencies to cover the cost of processing development permits and providing local services. Development fees are necessary to ensure quality development review and adequate services. These fees are passed on to the homebuyer or renter, therefore increasing the local cost of housing.



Development fees in Westminster are established to cover the actual servicing and regulating necessary for quality development. Table 30 shows the typical fees assessed by the City for three common residential project types. Discussions with developers indicate that these fees are not a constraint to the production of housing.

<b>TABLE 30</b> <b>RESIDENTIAL DEVELOPMENT FEES</b> <b>CITY OF WESTMINSTER</b>			
<b>Fees</b>	<b>Single-Family Housing Project<sup>1</sup></b>	<b>Condominium 20-Unit Project<sup>2</sup></b>	<b>Apartment 50-Unit Project<sup>3</sup></b>
<b>City Fees – Per Unit/Total Project</b>			
Planning Fees <sup>4</sup>	\$525	\$350/ \$7,000	\$140/ \$7,000
Engineering Fees	\$760	\$910/ \$18,210	\$418/ \$20,900
Building Fees	\$4,500	\$1,600/ \$32,000	\$1,240/ \$62,000
Park In-lieu (Quimby) <sup>5</sup>	n/a	\$6,472.8/ \$129,456	n/a
Traffic Impact Fees	\$880	\$580/ \$11,600	\$540/ \$27,000
<b>Other Governmental Agency Fees – Per Unit/Total Project</b>			
School Fees	\$4,480	\$2,800/ \$56,000	\$2,520/ \$126,000
Water/Sewer Fees	\$730	\$730/ \$14,600	\$730/ \$36,500
OC Fire Authority	\$580	\$184/ \$3,680	\$84.6/ \$4,230
<b>TOTAL – Per Unit</b>	<b>\$20,375</b>	<b>\$13,627</b>	<b>\$5,676</b>
<b>TOTAL – Project</b>	<b>\$20,375</b>	<b>\$272,546</b>	<b>\$283,630</b>

Source: City of Westminster 2008

1: Single-family home assumed at 2,000 square feet, 4 bedrooms with a 400 square foot garage in R-1 zone.

2: Condominium unit assumed at 1,250 square feet, 3 bedrooms, with a 400 square foot garage in R-3 zone.

3: Apartment unit assumed at 1,050 square feet, 3 bedrooms, with a 400 square foot garage in R-5 zone.

4: Planning fees include both application submittal fees and plan check fees.

5: The City's park fees apply solely to subdivided projects and are based upon a formula which multiplies 108.9 square feet of parkland per person by the number of units in the development, then by the State Department of Finance persons per household for the City to determine the total land area needed for park dedication. The total land area is then multiplied times the land cost (based upon a land appraisal of the site) to determine the gross park fee. The current value of vacant residential land in the City, based upon a recent park fee appraisal, is \$27.84 per square foot. In addition, 40 percent of a project's open space can be credited towards the total land area needed for dedication. The example above includes the 40 percent open space credit.

### *Housing for Persons with Disabilities*

The City conducts and supports several policies, programs, and organizations that remove or mitigate constraints to housing for persons with disabilities. For example, to provide services and housing for persons with disabilities, the City contracts with the Orange County Fair Housing Council. The Council provides education and counseling regarding landlord/tenant laws and practices, technical assistance, and mediation and referral services.

#### **Reasonable Accommodation and Building Codes**

Effective on January 1, 2002, Senate Bill 520 amended housing element law and Government Code Section 65008 to require localities to analyze the constraints on housing for persons with disabilities. Westminster currently does not have a formally adopted process for disabled persons to request reasonable accommodation from zoning, permitting procedures, or building requirements. The City of Westminster recognizes the importance of reducing barriers to adequate housing for disabled persons and will adopt a reasonable accommodation ordinance to enact a process for disabled individuals (or those acting on their behalf) to make requests for reasonable accommodation for relief from the various land use, zoning, or building laws, rules, policies, practices, and/or procedures of the City (see Program IIB5.4). The City will make reasonable accommodation information available at City Hall and on the City's website.

The City has already removed some potential constraints to housing by adopting the California Building Code, 2007 Edition, including Appendix 1 based on the 2006 International Building Code; and the 1997 edition of the Uniform Housing Code that require new residential construction to comply with the Federal Americans with Disabilities Act (ADA). The City of Westminster has the enforcement authority for state accessibility laws and regulations (California Code of Regulations Title 24) when evaluating new construction requests. ADA provisions include requirements for a minimum percentage of units in new development to be fully accessible to the physically disabled.

#### **Zoning for Special Needs Housing**

The City will use the research period in developing and adopting the reasonable accommodation ordinance as an opportunity to review all of its zoning laws, policies, and practices for compliance with fair housing law (Program IIB 5.4).

Parking standards are often cited as one of the greatest constraints to housing. In Westminster, special residential parking standards are not required for housing for disabled persons. Furthermore, the City determines parking standards for senior housing on a case-by-case basis to provide the most flexibility for that form of special needs housing. Senior housing is an important resource for the City's disabled population since approximately one-quarter of Westminster's disabled residents are elderly. All senior projects built in the City were permitted with reduced parking.

The permitting process is another area that is seen as a potential constraint to special needs housing. Residential care facilities serving six or fewer clients are permitted by right in all residential districts and those serving more than six clients are conditionally permitted in all residential districts. The CUP is approved by the Planning Commission at a regularly scheduled public hearing, which provides the public with an opportunity to provide comments. The CUP process is also used for permitting adult day care, senior housing, and SRO projects. There are no siting or minimal distance requirements for group homes. The City does not have any occupancy standards in the zoning code specific to unrelated adults and does not place special restrictions on facilities providing on-site services. As discussed in other portions of this element, the City uses the CUP process to provide greater flexibility for senior housing projects. The CUP process has actually facilitated housing production and is not considered to be a constraint.

The City of Westminster is in the process of a comprehensive zoning code update that has identified one zoning designation for emergency shelters (Public Semi-Public, see Program IIB 1.4). The City will form a task force to identify additional opportunities for emergency shelters and steps to meet the City's transitional and permanent supportive housing needs (see Programs IIB1.4 and IIB 1.5). The existing zoning code does not directly address emergency shelters and transitional housing, although this does not mean that these uses are prohibited. Through the programs and policies contained in this update, the City will comply with Senate Bill 2, which mandates that appropriate sites, zones, and development standards are identified for emergency shelters, transitional housing, and permanent supportive housing.

### *Redevelopment Agency Activity*

Redevelopment is the City's primary tool for neighborhood revitalization and production of affordable housing. The entire City of Westminster is within the Redevelopment Agency project area, enabling the Agency to support improvement efforts throughout the City. From 2004 to 2006 the Agency provided funding to support the construction of 22 very low income senior units, 54 very low income SRO units, 3 very low income family units, and 1 low income family unit.

The inclusion of affordable housing is mandated by California Community Redevelopment Law (CRL). Key CRL housing provisions for nonagency activities ensure that at least 15 percent of new or rehabilitated units are affordable to lower and moderate income households, of which at least 40 percent of the restricted units must be affordable to very low income households. Agency-produced projects must provide 30 percent of new or rehabilitated units for lower and moderate income households, of which at least 50 percent must be affordable to very low income households.

The Agency must set aside funds for housing programs and projects. At least 20 percent of tax increment revenue allocated to the Agency must be deposited into a low and moderate income housing fund (LMIHF) for the preservation, conservation, and production of affordable housing. CRL obligates the Agency to spend LMIHF dollars in a timely fashion for specific uses in proportion to the City's RHNA allocation (35.7 percent very low, 29.8 percent low, and 34.5 percent moderate income).

During a ten-year period commencing in 2004, the Agency expects to receive approximately \$71.7 million of tax increment revenues to be set aside for housing, of which approximately \$56.0 million is expected to be received from 2007 to 2014. In preparation for this income, the Agency will adopt a strategy to direct the allocation of its financial resources for affordable housing construction, acquisition, rehabilitation, and supportive programming. The Agency is in the process of reviewing the Affordable Housing Strategy, expected to be adopted in 2008. Table 31 indicates the projected funding available for housing during the planning period.

The Agency has allocated estimated affordable housing expenditures from set-aside funds for a variety of programs intended to rehabilitate existing rental and ownership units, preserve the quality of the existing housing stock, provide supportive housing, and construct new affordable units. For the ten-year period from 2004 to 2014, approximately \$19.5 million is targeted for rehabilitation activities for owner and rental units. For the same period, an estimated \$17.5 million is targeted to assist 60 low or moderate income households purchase a home and \$16.8 million is targeted to assist the development of 88 new affordable units. In an effort to reach the most financially burdened households, the Agency will provide an estimated \$3 million for the purchase of covenants to provide housing for approximately six extremely low income households. Furthermore, all Agency programs targeting very low income households may potentially serve extremely low income households.

The breadth and prosperity of the Redevelopment Area enables the City and Agency to implement programs that address existing and future housing needs.

**TABLE 31**  
**PROJECTION OF AVAILABLE LOW AND MODERATE INCOME HOUSING FUNDS 2008–2014**  
**CITY OF WESTMINSTER**

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	10-Year Total	Total Units
<b>Revenue and Operating Costs</b>								
Available Funds	\$18,311,105	\$16,685,885	\$10,952,312	\$9,538,963	\$9,951,760	\$10,785,679	--	--
Administrative Costs	\$1,459,542	\$1,507,042	\$1,556,917	\$1,609,273	\$1,664,273	\$1,722,009	--	--
Net Available Funds	\$16,851,563	\$15,178,843	\$9,395,395	\$7,929,690	\$8,287,487	\$9,063,670	--	--
<b>Projects and Programs</b>								
Mobile Home Grants <sup>1</sup>	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$900,000	60
Ownership Unit Rehabilitation Loans and Grants	\$675,000	\$675,000	\$675,000	\$675,000	\$675,000	\$675,000	\$4,050,000	90
Ownership Unit Substantial Rehabilitation Loans	--	\$150,000	--	\$150,000	--	\$150,000	\$4,050,000	3
Multifamily Rehabilitation	\$1,900,000	\$1,900,000	\$1,900,000	\$1,900,000	\$1,900,000	\$1,900,000	\$11,400,000	120
Home Ownership Assistance for Low and Moderate Income Households <sup>2</sup>	\$2,750,000	\$2,750,000	\$2,750,000	\$2,750,000	\$2,750,000	\$2,750,000	\$17,519,182	60
Purchase of Affordability Covenants for Extremely Low, Very Low and Low Income Households	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$3,000,000	12
Financial Assistance for New Affordable Housing <sup>3</sup>	\$2,000,000	\$6,000,000	\$2,000,000	--	--	\$2,000,000	\$16,806,588	88
Special Need Housing Assistance	--	--	--	\$250,000	\$220,000	\$250,000	\$750,000	6
<b>Total Number of Units Assisted</b>	<b>78</b>	<b>95</b>	<b>78</b>	<b>73</b>	<b>72</b>	<b>81</b>	<b>519<sup>4</sup></b>	<b>519<sup>4</sup></b>
<b>Total Remaining Funds at Year End</b>	<b>\$8,876,563</b>	<b>\$3,053,843</b>	<b>\$1,420,395</b>	<b>\$1,554,677</b>	<b>\$2,029,487</b>	<b>\$688,669</b>	<b>--</b>	<b>--</b>

Source: Draft Affordable Housing Strategy, RSG, Inc. 2008

1: Additional funding for Mobile Home Grants through CDBG is not included.

2: Ten-year total for Home Ownership Assistance for Low and Moderate Income Households includes \$1,019,182 in 2006/07.

3: Ten-year total for Financial Assistance for New Affordable Housing includes \$4,806,588 expended in 2007/08 to purchase underutilized site U1.

4: Number of units assisted includes 42 units assisted in FY 2007/08 and 78 mobile home units to be assisted through CDBG funds.

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## 7. Nongovernmental Housing Constraints

While the actions, policies, and regulations of cities, counties, and states can create constraints upon housing opportunities; the largest obstruction to residential development is often found outside the realm of the government. The dynamics of the marketplace exert a more direct influence on the availability of land, the cost of land, construction costs, and purchasing costs.

### **The Availability of Land**

As a nearly builtout City, Westminster has a small supply of vacant land suitable for residential use. The land inventory identified approximately 19.1 acres of vacant residential land. Consequently, the ability to generate additional housing on vacant land is limited. Moreover, separate owners of smaller parcels hold much of the underdeveloped and residentially zoned land in the City. This calls for alternative policy tools such as lot consolidation and/or demolition, replacing existing structures to create higher density dwelling units.

### **Cost of Land**

The cost of land is typically a major impediment to the production of affordable housing. The holding cost of land during construction also adds to the price of housing. Holding costs vary depending on interest rates for acquisition and development loans. Interest rates are beyond the control of local jurisdictions. Land holding costs can be lessened, by reducing processing times for building permits in most jurisdictions. However, Westminster's processing times are very reasonable, and to reduce them further may compromise the City's ability to properly guide development.

In March 2008 the City estimated that vacant residential land is valued at \$27.84 per square foot. To reduce constraints to development the City will actively pursue policies and programs to make lower and moderate income housing available. However, to achieve affordable housing goals, a combination of public and private financing will be needed to overcome the obstacle of high land prices. The Redevelopment Agency is able to assist affordable housing developers by purchasing sites identified for affordable housing development with LMIHF. Agency activity enables nonprofits and mixed-income developers to provide senior, family, and workforce housing at a reduced cost. Most recently the Agency assisted AMCAL by purchasing an underutilized site to be developed for extremely low and very low income housing (see discussion on Land Resources).

### **Construction Costs**

The cost of construction depends primarily on the cost of materials and labor. Construction costs may vary based on the type of material used, location of development (delivery costs), structural features present, and other factors such as the type and quality of the unit. For example, wood frame construction is more affordable than steel frame construction. The quality and cost of framing and finishing materials impacts the cost of the housing unit.

The cost of labor is based on a number of factors, including housing demand, the number of contractors in an area and the unionization of workers, but it is generally two to three times the cost of materials. Thus the cost of labor represents a substantial portion of the overall cost of construction.

R.S. Means Construction Cost data (2008) provides manuals for calculating the average per square foot for residential construction. According to standard estimates, the cost for good quality housing in the six-county SCAG region ranges from approximately \$79 to \$106 per square foot for apartments, which translates into a range of \$87,000 to \$131,000 per apartment unit. The lower cost range can be expected to contain limited site work, such as for infill development on level terrain.

### **Financing**

To the developer and homebuyer, interest rates have the greatest impact on the ability to construct or purchase a home. Interest rates, however, are determined in-part by national policies and economic conditions, and there is little that local governments can do to affect these rates.

Mortgage loans for homes range between 5 and 10 percent for a standard fixed rate loan with a 30-year term. In recent years, interest rates have fluctuated widely with the national economy and crash of subprime lending policies. Interest rates can have a dramatic impact on housing affordability, particularly for those with less than prime credit.

### **Environmental and Infrastructure Constraints**

Environmental hazards such as flooding, fire hazards, geologic and seismic conditions generally provide the greatest threat to the built environment in the southern California region. Westminster is not located on the coast and therefore is not subject to coastal flooding. However, some areas of the City are within a 100-year floodplain. Development of parcels within those areas will address potential flooding hazards. Local topographic and geologic conditions vary little throughout Westminster and do not pose a constraint to development. Westminster is not located adjacent to any open space or wildlife corridors or undeveloped hillsides posing a fire hazard. Urban fires are prevented and suppressed by the Orange County Fire Authority.

Southern California is known to be a seismically active region. The Newport-Inglewood Fault is southwest of the city and the Whittier Fault is northeast of the City. Seismic hazards and associated liquefaction do not pose a significant threat or constraint to housing development in Westminster.

Since the City of Westminster is relatively builtout, the existing infrastructure is extensive and has adequate capacity to support anticipated population and new residential development growth. The CEQA process and staff project review will result in the evaluation of any potential environmental hazards or infrastructure needs on a project-specific basis. In accordance with state law, the adopted Housing Element will be provided to the City's water and sewer providers (see Program IIB3.2) for the purpose of establishing priority procedures for affordable housing projects.



## **Opportunities for Energy Conservation**

### *City of Westminster Energy Committee*

The City of Westminster is committed to conserving energy and utilizing alternative sources of electricity. The City maintains an Energy Committee comprised of seven regular members including the Mayor, one councilmember, and five alternate members. This committee meets once a month to consider energy issues, regulations, incentives, and projects in the City,

In August 2007, at the request of the committee, the City Council voted to participate in the California Energy Commission Energy Partnership Program and requested technical assistance for four city projects: Council Chambers, Senior Center, New Police Building and Chamber of Commerce (both the chamber building and the new police structure will be LEED certified). The City expects to request and gain technical assistance for housing projects during the planning period.

The City also provides information on energy conservation measures at the information kiosks at City Hall. As an example, the City disseminates bulletins from the Family of Southern California Water Agencies on how to reduce water use and The National Arbor Day Foundation on how trees can save energy (e.g., shade, preventing heat islands, and winter warmth).

### *Energy Regulations and Programs*

On a regulatory level, the City enforces the State Energy Conservation Standards (Title 24, California Code of Regulations). These standards incorporated into the City's Building Code provide a great deal of flexibility for individual builders to achieve a minimum "energy budget" through the use of various performance standards. These requirements apply to all new residential and commercial construction as well as remodeling and rehabilitation construction only where square footage is added. Compliance with Title 24 on the use of energy efficient appliances and insulation has reduced energy demand stemming from new residential development.

The City encourages the use of solar energy wherever it is appropriate and economically feasible. Per the City's Zoning Code, multifamily residential complexes that include swimming pools are required to utilize solar-heating. New residential housing projects must incorporate solar-heated plumbing facilities. The City offers several types of home improvement loans for lower and moderate income households through the Home Enhancement Loan Program (HELP) and Rehabilitation Loan Program (HOME). To reduce energy waste due to wall, roof, window or door maintenance, qualifying residents may obtain a rehabilitation loan that can be used to weatherproof and insulate existing housing units, including mobile homes.

The Bay Area LISC and Built It Green published a resource guide in 2007 titled *Green Rehabilitation of Multifamily Rental Properties*, which includes a cost-benefit analysis of green housing measures for rehabilitation based on principles of energy efficiency, water conservation, resource conservation, and healthy indoor

environments. The City's Energy Committee will consider and evaluate the most cost-effective measures (examples listed below) by 2009 for possible regulations or incentives in future new construction or rehabilitation projects. By first assessing the most cost-effective measures, the City can ensure that possible regulations or incentives based on these measures do not serve as constraints to the development or rehabilitation of housing. The majority of measures also assist the occupant in reducing energy costs, thereby increasing the amount of income that can be spent on rent/mortgage, child-care, healthcare, or other necessary costs.

#### **Building Construction**

- **Recycled-Content Concrete:** For foundations and slabs, replace Portland cement in concrete mixes with at least 20 percent recycled-content materials (flyash or slag). This measure increases the durability and strength of the concrete, reduces the greenhouse gas emissions associated with cement production, and helps keep flyash out of landfills.
- **Recycled-Content Exterior Paint:** For painting, specify recycled-content paint. The recycled-content should be at least 50 percent and can come from postindustrial or post-consumer sources. VOCs shall not exceed 250 grams per liter for recycled paint.
- **Cool Roof:** Reduce the roof temperature by specifying cool roof products that meet Energy Star levels of efficiency. Installing a radiant barrier can reduce 90 percent or more of roof deck radiant heat. This measure reduces the air-conditioning load, minimizes the heat island effect, and extends the roof life.
- **Shade:** Provide some form of overhang, trellis, landscape or awning to shade all south-facing windows (within 15-degrees east or west of true south) during summer. This measure reduces heating and cooling needs, saves energy, and increases occupant comfort.

#### **Mechanical Systems**

- **Lamp Specifications:** Specify compact fluorescent lamps (CFLs) and T8 linear fluorescent lamps with electronic ballasts as a replacement for incandescent lamps and T12 lamps with magnetic ballasts. When possible, specify hard-wired CFLs for any new and replacement light fixtures. Any recessed cans should be insulation contact air-tight (ICAT) compact fluorescent models. Specify LED exit signs to replace fluorescent and incandescent exit signs in all feasible applications. This measure reduces electricity use, maintenance costs, greenhouse gas emissions and pollution.
- **Low Mercury Lamps:** Install low-mercury lamps with mercury content equal to Philips ALTO, GE Ecolux or equivalent products. Require vendors to submit documentation on the amount of mercury per lamp in milligrams, and hours of rated life, for each lamp type supplied. Specify fluorescent lamps with the lowest amount of mercury per rated hour, provided the lamps meet all other performance specifications. Assist the property owner in

developing a standard low-mercury specification for routine replacement of fluorescent lamps in common areas and dwelling units. Assist the property owner in developing protocols for recycling used fluorescent lamps. This measure reduces energy costs and the amount of mercury released into the environment.

- **Energy Star Ceiling Fans:** Specify Energy Star ceiling fans for installation in all bedrooms and living rooms. For best results, specify fans with fluorescent bulbs and high-efficiency motors that are quiet and have at least two speeds. This measure reduces cooling costs and improves occupant comfort.
- **Non-CFC or HCFC-based refrigerants:** Where air-conditioning systems need replacement, avoid CFC or HCFC-based refrigerants. Advanced refrigerants such as HFC-134A, HCFC-407C, or HFC-410A should be specified instead. Monitor leakage of ozone-depleting refrigerants and enter into a maintenance contract to ensure that leakage is less than five percent per year. This measure reduces the building's contribution to ozone layer depletion and global warming.
- **Plant-Based Lubricants and/or Gearless Elevators:** For multifamily properties with hydraulic elevators, specify the use of plant-based, biodegradable lubricating oil. Where applicable, explore the potential for gearless elevators that don't require a machine room. Gearless elevators are more energy efficient and reduce operating costs. Biodegradable lubricants reduce the risk of pollution.

#### **Dwelling Units**

- **Low or No-VOC Interior Paint:** Specify paints with low or no volatile organic compounds (VOCs) for painting interior areas, either as part of construction, rehabilitation, unit turn-over, or routine maintenance. Look for products that are Green Seal certified. Paints that contain less than five grams per liter (gpl) of VOCs are classified as zero-VOC. Low-VOC paints should contain less than 150 gpl of VOCs for non-flat finishes, and 50 gpl or less for flat finishes. Specify wood finishes and stains that are less than 350 gpl VOCs (wood coatings) or 250 gpl VOCs (wood stains) and do not contain carcinogens, aromatic solvents, phthalates, heavy metals and their compounds, reproductive toxins, or ozone-depleting chemicals. This measure improves indoor air quality and reduces outdoor air pollution associated with VOCs.
- **Low-Emission Flooring Products and Adhesives:** Certain flooring products may emit formaldehyde and other VOCs. As part of any flooring installation or replacement, specify flooring products that have been tested and approved for low emissions according to the California "Standard Practice for the Testing of Volatile Organic Emissions from Various Sources Using Small Scale Environmental Chambers," also known as Specification 01350. Any adhesives used in installing flooring materials should have less

than 50 gpl of VOCs. This measure improves indoor air quality and reduces outdoor air pollution associated with VOCs.

- **Low-VOC Certified Carpet:** Where carpet is installed or replaced, specify low-VOC carpet that is certified by the Carpet and Rug Institute's Green Label Plus program or that has been tested to meet the State of California's Section 01350 standard. Assist the property owner in developing a specification for ongoing carpet purchases. This measure improves indoor air quality and reduces outdoor air pollution associated with VOCs.
- **Carpet Tiles and Recycled-Content Carpet:** Consider carpet tiles rather than sheet roll when carpeting common areas. This allows for easy replacement or relocation of tiles in high traffic areas. Explore using recycled-content carpet when feasible. When installing carpet, products should meet Section 01350 of the California Code or Carpet and Rug Institute's Green Label Plus requirement (see Rec. 4.2.3). This measure reduces waste, strengthens markets for recycled products, and may reduce re-carpeting costs.
- **Durable and Healthy Countertops:** For any countertop installation or replacement, specify durable products with no added formaldehyde. Assist the property owner in developing a standard specification for durable and healthy countertop replacement and upgrades upon unit turnover. This measure improves indoor air quality and reduces waste and resource use.
- **Energy Star Bathroom Fans:** Evaluate opportunities to install Energy Star bathroom fans. The fans should be equipped with appropriate controls and exhaust to the outdoors. This measure reduces energy costs and minimizes the occurrence of mold or rot.
- **Low Water-use Fixtures:** Specify the use of low water-use fixtures: showerheads should use 2.5 gallons per minute (gpm) or less, kitchen faucets 2.0 gpm or less, and bathroom faucets 1.5 gpm or less. Flow limiters or flow control valves should be installed in all kitchens and bathrooms. This measure reduces water and energy costs.
- **High Efficiency Toilets:** As part of any toilet installation or replacement, specify High Efficiency Toilets (HETs) that use less than 1.28 gallons per flush). Evaluate the cost effectiveness of replacing existing toilets with higher efficiency models independent of other rehabilitation activities. This measure saves money and water.

### *Examples of Energy Conserving Residential Development*

Affordable housing in Westminster is an example of energy-conserving development. Constructed and approved Habitat for Humanity projects in Westminster are designed to incorporate green building measures such as:

- Tankless water heaters
- On demand hot water circulation systems
- Blown in cellulose fiber insulation
- Oriented Strand Board (OSB) sheathing
- Vinyl double pane low-emissivity (low-e) windows
- Compact fluorescent light bulbs
- Low Volatile Organic Compound (VOC) interior paints
- House wrap for reduced air infiltration
- Prewiring for room ceiling fans rather than installing air conditioning systems
- Motion sensing lighting switches
- 50 percent construction waste recycling
- Passive groundwater recharge system
- Recycled road base aggregate materials

These measures reduce energy consumption, waste stream to landfills, greenhouse gases, and generally use fewer resources than conventional construction. There are also opportunities for conserving energy in other new homes. The City of Westminster is exploring the potential for green building in other government-assisted projects. Existing homes can conserve energy through weatherproofing and appliance upgrades.

### *Southern California Edison Programs and Activities*

The City also participates in an annual Energy Fair conducted through Southern California Edison. The energy fair features utilities and exhibitors offering energy-conservation tips, energy-efficiency products, solar-energy demonstrations, and opportunities to sign up for incentive programs.

The City is involved in an SCE program called “Local Government Partnership” and has partnered with Huntington Beach, Fountain Valley and Costa Mesa. By using SCE’s existing energy efficiency program and the local governments’ communication and delivery channels, the entities strive to help residents, businesses, cities, and schools to save money on energy bills through various energy efficiency services. These services may include direct installation of energy-efficient equipment, energy audits, seminars, and more.

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## 8. Evaluation of the Previous Housing Program

The State of California requires an assessment of the previous housing program when updating a Housing Element. The City of Westminster adopted its Housing Element in 2001 for the 1998–2005 planning period. As such, the following matrix evaluates programs and progress that occurred between the years 1998–2005. Table 32 is a comprehensive summary of the previous housing element programs, implementation actions, and accomplishments.

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**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
<b>Identification of Adequate Sites</b>				
Identification of Adequate Sites  IIB1.1	Ensure that adequate sites are identified and designated with appropriate Land Use and Zoning Designations so that Westminster will be able to accommodate its future need. The City shall annually implement actions necessary to ensure that properties identified in the Vacant and Underdeveloped Land Analysis, Planned Development sites, and other appropriate areas are designated so adequate housing unit potentials can be achieved for all income groups. The survey done in preparation of this Section identified the potential for 2,293 new units within the vacant, underdeveloped, and PD sites. The amount of land and the appropriate density of such redesignated/rezoned land would be determined during annual review.	1. Establish and maintain on an annual basis, a Land Use Inventory to facilitate the identification of vacant and underdeveloped sites that are suitable for development of variety of housing types (including affordable housing) as well as other types of development.	Rather than perform an annual survey the City contracts with a web based mapping program that unfortunately does not presently have a search by use function.	Expand use of web based City mapping system to allow searching for parcels based on use.
		2. Support new construction of affordable housing by re-designating or rezoning, where appropriate and desirable, based on the General Plan and any future revisions, existing residential land to permit higher density residential development.	150 lower income senior apartments; 31 low income family units; 55 lower income units (hotel conversion)	The City will continue to support re-designation and rezoning in order to accommodate affordable housing.
		3. Systematically review existing vacant and underdeveloped commercial, industrial, and public facilities designated land for possible re-designation/rezoning to residential use, where consistent with General Plan goals and policies and where compatible surrounding uses.	Re-designation or rezoning of approximately 9 acres for the development of 380 units, 236 of which are affordable (see above)	The City will continue to seek out vacant and underutilized parcels for re-designation and rezoning opportunities.
Lot Consolidation Program  IIB1.2	To encourage further residential development in underutilized portions of the City identified by the Vacant and Under Underdeveloped Land Analysis, the City will offer a series of incentives to projects which propose lot consolidation and residential development at the maximum allowable density. The City shall have full authority in determining compliance with compliance appropriateness of the project specific incentives.	1. Consolidation of development proposals at maximum density-Waiver of development application filing fees.	A lot consolidation program offering a waiver is available to developers upon request. No requests were made.	Continue encouraging development at maximum densities. At present most projects achieve this through density bonus and Planned Development overlay.
		2. Provide for consideration in all project negotiations other incentives that will increase the overall feasibility of affordable housing projects, such as a reduction in parking standards, allowance for shared parking arrangements in mixed use projects, a reduction in FARs, and modification of setback requirements.	None of the affordable projects required lot consolidation.	Retain this action in the event that an affordable housing development requires lot consolidation, such as for vacant site V1.

**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
Lot Consolidation Program  IIB1.2	To encourage further residential development in underutilized portions of the City identified by the Vacant and Under Developed Land Analysis, the City will offer a series of incentives to projects which propose lot consolidation and residential development at the maximum allowable density. The City shall have full authority in determining compliance with compliance appropriateness of the project specific incentives.	3. Provide a waiver of development application filing fees when an application includes the consolidation of lots and the development of such lots at the maximum density. The decision to grant a waiver however is subject to the City Council's approval.	A lot consolidation program offering a waiver is available to developers upon request. No requests were made.	Combine this action with action 1. At present most projects achieve this through density bonus and Planned Development overlay.
		4. Consolidation of lots with development proposals at maximum density and restriction of 20% of units for lower income households-Waiver of development application filing fee and financial incentives such as those offered in the "Land Improvement Subsidies" or the "Mortgage Revenue Bond" Programs.	None of the affordable projects required lot consolidation.	Such a project would utilize density bonus provisions and therefore qualify for incentives, making this program redundant.
		5. Provide a waiver of development application filing fees and offer financial incentives such as those offered in the "Land Improvement Subsidies" or the "Mortgage Revenue Bond" programs, when the project includes the consolidation of lots, is built to the maximum density and provides restrictions for 20% of the units to be set-aside for lower income households. The decision to grant a waiver however is subject to the City Council's approval.	None of the affordable projects required lot consolidation.	Such a project would utilize density bonus provisions and therefore qualify for incentives, making this program redundant.
		6. Consolidation of lots with development proposals at maximum density and restriction of 40% of units for lower income households-Waiver of development application filing fees, and would include both financial incentives offered in the "Land Improvement Subsidies" and in the "Mortgage Revenue Bond" Programs.	None of the affordable projects required lot consolidation.	Such a project would utilize density bonus provisions and therefore qualify for incentives, making this program redundant.
		7. Provide a waiver of development application filing fees and offer financial incentives such as those offered in the "Land Improvement Subsidies" and the "Mortgage Revenue Bond" programs, when the project includes the consolidation of lots, is built to the maximum density and provides restrictions for 40% of the units to be set-aside for lower income households. The decision to grant a waiver however is subject to the City Council's approval	None of the affordable projects required lot consolidation.	Such a project would utilize density bonus provisions and therefore qualify for incentives, making this program redundant.

**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
Redevelopment Agency-Land Acquisition  IIB1.3	Utilize the powers of the Redevelopment Agency to make land available at reasonable cost to developers who have demonstrated the ability to build affordable housing for senior, handicapped, and other qualifying households.	1. During the Preliminary Plan Review (PPR) of a residential project, inform applicants of the availability of the program based upon their ability to provide the desired housing type.	Applicants have used the PPR process to receive staff comments on site planning and design, not to obtain financial assistance. Affordable housing developers had financing in place prior to the PPR process.	Modify this action to reflect that the Agency is undergoing an affordable housing strategy update and will have funds available to assist in land acquisition, such as for underutilized site U1.
		2. Contact local service-providers and developers and inform them of the program's availability.	In June 2006 the Housing & Grants Division sent over 250 mailings to developers regarding available funds.	Modify this action to emphasize more sustainable methods such as the City's website and email blasts.
Emergency Shelter Program IIB 1.4	Provide shelters for residents in emergency situations, such as natural disasters and extreme weather conditions. To accomplish this, the City shall establish objective criteria for identifying sites and/or existing uses such as churches and meeting halls that are suitable for the construction and/or use as emergency shelters. The City shall allow churches the ability to provide emergency shelter needs without requiring an amendment to their conditional use permits, and allow emergency shelters in residential zones under the same requirements governing boarding houses. Where possible and appropriate, utilize City staff or resources to assist in the county's emergency shelters program.	1. Develop an inventory of church/assembly halls and determine the level of on-site facilities (such as kitchens and number of beds). Incorporate the information into the City's GIS Database.	An inventory of potential emergency shelter sites was created as part of the Emergency Operations plan. The list has not been incorporated into the GIS database.	Modify this action to reflect the City's efforts to reduce barriers to emergency shelters through the zoning code update and study.
		2. Establish an Emergency Shelter Committee, comprised of staff, service providers and elected officials to develop criteria for the selection of suitable sites.	A committee has not been formed.	Modify this action to establish a committee to address the needs of the homeless.
		3. Amend the Zoning Ordinance by December 2002, to make transitional housing and emergency shelters permitted uses, describing where and under what conditions they can be built, as is required by State housing element law.	A comprehensive zoning code update is expected to be adopted in 2008.	The zoning code update will permit emergency shelters in the P/SP zone. Modify this action to reflect the City's emergency shelter and transitional housing study.
Transitional Housing Program  IIB1.5	Encourage the establishment of transitional/emergency shelters by permitting transitional housing that contains six persons or less in any residential zone. Also, allow the use of transitional housing of six persons or more under the same requirements that govern boarding houses (boarding houses are allowed in	1. The redevelopment agency shall develop an information packet describing the benefits of the program, its availability and, the criteria for participation. The information packet shall be made sent to local developers and provided to applicants during the Preliminary Plan Review (PPR) process.	Redevelopment Agency assisted a 3-unit transitional housing facility.	Modify this action to reflect the City's emergency shelter and transitional housing study. Pursue the creation of an information packet.

**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
	the R3, R4, and R5 zones). Where appropriate, utilize the power of the Redevelopment Agency to subsidize the cost of land and off-site improvements for developers willing to build transitional housing. Where possible and appropriate, utilize the Redevelopment Agency to purchase and rehabilitate existing residential structures for transitional housing use.	2. Revise the zoning ordinance to permit the desired uses.	The zoning code update will not include transitional housing as a study to identify the adequate zones and development standards is necessary.	Modify this action to reflect the zoning code will be amended following the City's emergency shelter and transitional housing study.
Land Improvement Subsidies	Subsidize the cost of land and off-site improvements for the provisions of affordable housing for low-income households.	1. Set aside funds from the Redevelopment Agency for the purpose of subsidizing the cost of land and off-site improvements.	3 projects completed using land subsidies	Retain this action.
IIB1.6		2. Create an information packet regarding the program and provide it to developers during the Preliminary Plan Review (PPR) process.	Developers were informed during the PPR process.	Modify this action to market subsidies on the City's website instead of during the PPR process.
Ordinance Review and Update	Increase opportunities for the development of affordable housing by modifying Zoning Ordinance standards and programs, while encouraging residents and developers to utilize housing programs.	1. Development of Processing Guidelines thereby reducing constraints to the development of housing. The development guidelines, which specify the procedures, materials, time frames, and costs, associated with various zoning and subdivisions applications, should be reviewed, modified where appropriate, and periodically updated.	A comprehensive zoning code update is expected to be adopted in 2008. The update will streamline the permitting process by allowing site plan and design review to occur concurrently. The update will also increase the maximum density from 24 to 25 units per acre.	This action was accomplished through the review of the zoning code during the update process. The zoning code update will be adopted in 2008.
IIB1.7		2. Review of Development Requirements-Systematically review residential development requirements pertaining to and not limited to: density, land coverage, setbacks, parking requirements, minimum floor areas, and where appropriate and desirable, modify these standards that can be demonstrated to significantly increase the cost of housing and are not considered critical to the protection of the resident's health, safety, and welfare.	A comprehensive zoning code update is expected to be adopted in 2008.	This action was accomplished through the review of the zoning code during the update process. The zoning code update will be adopted in 2008.

**TABLE 32**  
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**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
Ordinance Review and Update  IIB1.7	Increase opportunities for the development of affordable housing by modifying Zoning Ordinance standards and programs, while encouraging residents and developers to utilize housing programs.	3. Systematically review the residential development standards pertaining to, but not limited to: density, lot coverage, setbacks, parking requirements and minimum floor areas. Where appropriate and desirable, modify the development standards that can be shown to significantly increase the cost of housing and are not considered critical to the protection of the health, safety and welfare.	A comprehensive zoning code update is expected to be adopted in 2008.	This action was accomplished through the review of the zoning code during the update process. The zoning code update will be adopted in 2008.
		4. Granny Flat Ordinance- encourage the development of Granny Flat units by removing constraints within the ordinance so this dwelling unit option is more desirable (i.e. reduce time frames, fee waivers, etc.).	Permitted by right in R1  6 second units were constructed during the planning period.	The City adopted a secondary unit ordinance to permit these units by right in the R1 zone. The City has successfully permitted 6 in the previous planning period and has not found changing the ordinance necessary to facilitate this form of housing.
		5. Manufactured Housing- encourage the provision of affordable housing by allowing manufactured housing (including mobile homes) in single-family residential zones subject to certain conditions as mandated by State law (architectural compatibility, required foundations, etc.)	A comprehensive zoning code update is expected to be adopted in 2008.	This action is going to be accomplished through the zoning code update, to be adopted in 2008.
		6. Relocating of Existing Housing- encourage low-cost housing by permitting the relocation of existing residential structures into the City.	Permitted in mobile home parks.	Action accomplished.
		7. Incorporate the Regional SRO Development Standards into the Zoning Ordinance, consistent with the Orange County Building Association Guidelines.	Adopted own standards for conversion from hotel or motel to SRO apartments.  Hotel conversion project identified in 2004–2005.	Intent of action, to facilitate SRO units, accomplished through Motel/Hotel Conversion Ordinance.
Density bonus  IIB1.8	Administer and market the Density Bonus program that allows developers the opportunity to exceed the maximum district density when a percentage of the units are reserved for lower income households.	1. Create an information packet that provides applicants with a clear understanding of the program and the City's development process. Contact the development community and provide each interested builder/provider with a copy of the information packet.	All affordable projects approved from 1998–2005 used density bonus provisions.	Provide the information on the City's website and in housing resource directory.

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Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
		2. During the Preliminary Plan Review (PPR) process, provide each housing applicant with the information packet and discuss the program.	The applicants already requested density bonus prior to the PPR.	Modify this action to market density bonuses on the City's website prior to the PPR process.
Mortgage Revenue Bonds  IIB 1.9	Continue to allow, where appropriate, Mortgage Revenue Bond funds to finance the construction of housing for low, moderate, and senior citizen rental housing.	1. Continue to make the program available to interested developers and housing providers.	This funding source has not been used since Redevelopment Low & Moderate Income Housing Set Aside Funds (LMIHF) are available.	This program is no longer appropriate since LMIHF are being dedicated to supporting new affordable housing construction. The Agency's strategy will be adopted in 2008.
		2. During the PPR process, provide the applicant with information regarding the program and its availability.	Not implemented due to availability of Agency LMIHF	This program is no longer appropriate since LMIHF are being dedicated to supporting new affordable housing construction. The Agency's strategy will be adopted in 2008.
Waiver of Fees  IIB 1.10	Encourage the development of affordable housing units by considering a waiver or reduction of City zoning and development fees for new affordable residential housing development.	1. Develop criteria for determining which projects meet the goal of the program.	Zoning code provides guidelines for affordable housing projects to achieve fee waivers or other incentives through density bonus provisions	This program is unnecessary given the variances allowed in the Planned Development overlay utilized by almost every residential development project since the 1980s. Density bonus projects qualify for incentives as discussed in this program.
		2. Provide a waiver of development application filing fees when an application is shown to provide new affordable housing. The decision to grant a waiver however is subject to the City Council's approval.	Adopted ordinance reducing park in-lieu fee requirements for senior housing by reducing the persons per household ratio for seniors, resulting in 30% decrease in park fees for senior projects.	Existing policies and density bonus provisions accomplish the intended goal of this action.

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Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
		3. During the PPR process, provide the applicant with information regarding the program and its availability.	Applicants are told that fee waivers will be considered by the City Council; none were requested.	Existing policies and density bonus provisions accomplish the intended goal of this action.
Housing Construction Monitoring  IIB1.11	Establish and maintain a questionnaire and inventory system to monitor the growth of the housing stock. This questionnaire, which could be administered prior to issuance of the Certificate of Occupancy, could be utilized to track product type development and affordability. This data would be tabulated on an annual basis to determine the City's Position in achieving its housing goals.	1. Create the questionnaire in conjunction with the City's development database.	A questionnaire was not developed. Since 2004 the City has used a permit tracking system to catalog development activity.	Modify program to identify which division would best create, monitor and maintain the housing stock questionnaire.
		2. Provide staff with training in the use of the questionnaire.	A questionnaire was not developed.	Combine this action with action 1.
Conservation of Housing Resources				
Housing/Rental Rehabilitation Program  IIB2.1	Maintain the quality of owner occupied and rental housing stock by continuing to make available CDBG funds for rehabilitation loans to qualified households and landlords. Funds will be held in the City administered Rehabilitation Fund.	1. Maintain the Rehabilitation fund and where appropriate, expand the fund.	CDBG were utilized to provide \$5,000 mobile home improvement grants; approximately 22 such grants awarded annually.	Replace this program with an Agency-supported rehabilitation program.
		2. Conduct annual workshops, which explain the Rehabilitation Fund and the criteria used for determining qualification.	City advertises the availability of funds through the City's newsletter and flyers.	Replace this program with an Agency-supported rehabilitation program and the housing programs directory.
Building Code Enforcement  IIB2.2	The City will enforce and expand, where necessary, the property maintenance provisions embodied in the Uniform Building Code and Land Use Ordinance.	1. Continue funding current staffing levels for both building inspectors and code enforcement officers.	The Building Division has retained two full time inspectors.	The City dedicates staffing to meet its needs. This implementation action is unnecessary.
		2. Conduct semi-annual community workshops explaining code compliance issues.	Code compliance workshops were not held.	Modify this action to conduct the workshops annually.

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**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
		3. Develop a Cable-TV show explaining the need for compliance and property maintenance.	TV show was not developed.	Remove this action since rehabilitation programs and funding offered by the Redevelopment Agency are a more effective means of improving the housing stock.
Public Facilities Monitoring and Improvement IIB2.3	Establish a monitoring program to analyze community facilities in existing residential areas of the City. It will identify aging or inadequate facilities, and target funds to improve and upgrade these facilities.	1. Revise the annual Capital Improvement Plan (CIP) to include an assessment of the existing community facilities and provide funds for their improvement and upgrading.	The Public Works Department updates the Capital Improvement Plan to meet the City's needs.	This action is not related to the housing element and should be removed.
<b>Preservation of Existing Affordable Housing</b>				
Section 8 Rental Assistance IIB3.1	Support Orange County Housing Authority (OCHA) to maintain the 699 very-low income households in the City receiving Section 8 subsidized rental assistance and expand this program to include more households as funding allows.	1. Provide staff counseling to prospective program recipients by explaining the application process and assisting applicants in preparing the forms.	OCHA assumed responsibility for counseling Section 8 recipients. Currently there are 1,860 Section 8 recipient households in Westminster.	Modify action to reflect that OCHA implements Section 8. City staff will continue to make referrals to OCHA.
		2. Advocate, through the City's Consolidated Plan, the expansion of the program.	Consolidated Plan describes the categories assisted (elderly, disabled, etc.)	The Consolidated Plan is not a medium through which to advocate the expansion of HUD's Section 8 program.
Condominium Conversion IIB3.2	The City shall maintain and enforce the provisions of the City's Condominium/Stock Cooperative Conversion Ordinance.	1. In the event that an application to convert a residential development to a condominium/stock cooperative is submitted to the City, the provisions of the ordinance shall be implemented and enforced.	No conversion requests.	Retain this action.
Mobile Home Park Conversion Ordinance (MHPCO) IIB3.3	The City will maintain and enforce the MHPCO, which requires a Relocation Impact report (RIR). The City shall monitor each potential conversion to determine the potential impact of the loss of any affordable lower-income units. If determined that there will be a net loss, the developers will be required to mitigate such loss.	1. During the preparation of a conversion impact report (CIR) to convert a mobile home park, the applicant shall be required to identify the quantity and conditions of each lower-income households/units.	Mobile Home Park Conversion Ordinance adopted. No conversion requests.	Retain this action.
		2. Upon approval of a permit to convert a mobile home park, the applicant shall be required to implement mitigation measures that fully mitigate the net loss of low-income households.	Mobile Home Park Conversion Ordinance adopted. No conversion requests.	Retain this action.



**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
<b>Improvement of Housing Opportunities and Accessibility</b>				
Rehabilitation for Handicapped Access	Make rehabilitation loans to qualified households for modifications to existing dwellings to facilitate access by handicapped person.	1. Create an information packet describing the program and its availability.	Packet was not prepared. Disabled accessibility improvements are available through the loan and grant program.	Modify this action to focus on adopting a Reasonable Accommodation Ordinance.
IIB4.1		2. Identify households that may benefit from the program and provide them with the information packet.	Applicants for modifications were informed individually.	Modify this action to target individuals as well as service providers for the disabled.
Senior Rental Subsidies	Provide rent subsidies to very low and low income tenants, including 49% of the 132 units at the "Rose Gardens Senior Housing Project," and 20% of the apartments at the 312 units "Westminster Senior Apartments."	1. Include within the annual budget, adequate funding to continue the program	Rents were made affordable through various means including HOME rent restrictions and allowing Section 8 vouchers.	Senior rental housing projects will have opportunities to be supported by Redevelopment Agency LMIHF as outlined in the Agency's strategy, to be adopted in 2008. This implementation action is obsolete.
IIB4.2				
Home Ownership Opportunity Assistance	Increase opportunities for home ownership for large and low and moderate-income families through options such as down payment assistance, mortgage subsidies, and tax credits.	1. Create an information packet describing the program and its availability.	Lease Purchase Homeownership Program advertised on television and the City's website.	The various affordable housing programs will be listed on the City's website. Replace this program with a program for home ownership assistance through the Redevelopment Agency LMIHF.
IIB4.3		2. Market the program by distributing the information packet at schools, community functions, the Westminster Mall and other appropriate locations.	Lease Purchase Homeownership Program advertised on television and the City's website.	Modify action to focus on more sustainable marketing methods such as through the City website and combine with the action proposed above.

**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
Shelter for the Homeless Housing Grant IIB4.4	Continue to provide assistance to nonprofit organizations such as “Shelter for the Homeless,” in the sum of \$40,000 annually, as funds are available. An additional \$74,000 in Redevelopment 20% set aside funds are allocated to other nonprofit organizations.	1. Include within the annual budget, adequate funding to continue the program.	Redevelopment LMIHF were used to construct assisted housing units, but not directly donated to nonprofit service providers.	Remove this program and replace with a program identifying funding for the support of transitional or special needs housing using LMIHF.
Fair Housing Council IIB4.5	Provide counseling and advisory services by continuing to contract with the designated FHC in regard to fair housing issues involving Westminster residents, such as complaints regarding discrimination in all housing matters.	1. Include within the annual budget, adequate funding to continue the contract with the Fair Housing Council.	CDBG provides \$18,000 annually.	Retain this action.
Housing Directory IIB4.6	Increase knowledge and awareness as to the use of housing programs and other housing related information (i.e., complaint referrals) available to City residents by creating a comprehensive synopsis of various housing-related programs that are made available to Westminster residents.	1. A “program directory” will be developed and made available for the public.	Made public through the City’s website.	Modify this action to update the directory annually.
		2. The “program directory” will be made available on-line through the City’s website.	Made public through the City’s website.	This action was accomplished and the listing of housing programs will continue to be available on the City’s website.
Large Family Rehabilitation Construction Program IIB4.7	Encourage rehabilitation of large rental units (3 bedrooms or more) and the addition of rooms to single-family detached units to provide relief of overcrowded conditions. Programs may include waiver of fees for new development providing large units and/or variances for room additions.	1. Where code enforcement actions result in the identification of overcrowded conditions, staff will meet with the property owners and residents and provide strategies for creating permitted room additions.	No cases were processed through the Code Enforcement Division.	Large family rehabilitation will be accomplished through various ownership housing rehabilitation programs supported by the LMIHF. Replace this program to reflect this change.
		2. For low income and very low income households, where a variance is needed to construct additional bedrooms and living space within a unit, the City will consider waiving the processing fee for the variance application. The decision to grant a waiver however is subject to the City Council’s approval.	No such request was proposed.	Large family rehabilitation will be accomplished through various ownership housing rehabilitation programs supported by the LMIHF. Replace this program to reflect this change.

**TABLE 32**  
**EVALUATION OF 1998–2005 HOUSING ELEMENT**  
**CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Level of Achievement	Evaluation
		3. For new residential developments providing five or more bedrooms, the City shall consider waiving all or a portion of the development fees related to processing the project. The decision to grant a waiver however is subject to the City Council's approval.	No such request was proposed.	Large family rehabilitation will be accomplished through various ownership housing rehabilitation programs supported by the LMIHF. Replace this program to reflect this change.
Staff Resources  IIB4.8	Maintain sufficient staffing to administer and coordinate housing programs. The City has a full-time staff person to coordinate housing programs. This person coordinates the Grants and Housing Division.	1. Provide within the City's annual budget two full-time positions dedicated to administering housing programs.	City employs two full time positions, including a Housing Supervisor who works with consultants.	The City will continue to hire staff as needed to accommodate the City's housing needs and development review, making this program unnecessary.

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## 9. Housing Strategy 2006–2014

The Housing Strategy presents the goals, policies, and quantified objectives of the City for the 2006–2014 planning period. This section is based on an evaluation of the City's existing and future housing needs and community input. According to state law, the City's Housing Element must establish goals, policies, quantified objectives, and action programs to address the following needs:

- Providing adequate sites to achieve a variety and diversity of housing
- Assisting in the development of affordable housing
- Removing governmental constraints if necessary
- Conserving the existing stock of affordable housing
- Promoting equal housing opportunity
- Preserving "at-risk" housing
- Facilitate energy conservation

### Goals and Policies

Goals and policies for the City of Westminster respond to the City's existing and future housing needs for the production, conservation, and preservation of housing. To implement these goals and policies, program and actions are provided as summarized in Table 33, followed by quantified objectives for the 2006–2014 planning period in Table 34.

#### **Goal 1: Identify adequate sites to meet Westminster's current and projected housing needs.**

Policy 1.1: Identify adequate sites to accommodate a variety of dwelling unit types and affordability levels to provide housing for all household types, lifestyles, and income levels.

Policy 1.2: Pursue opportunities to construct housing beyond the RHNA

Policy 1.3: Identify City resources to acquire or subsidize potential housing development opportunities

#### **Goal 2: Assist in the development of affordable and market-rate housing.**

Policy 2.1: Increase housing opportunities and choices for lower and moderate income Westminster households.

Policy 2.2: Support innovative public, private, and nonprofit efforts in the development and financing of affordable housing, particularly for lower and moderate income and/or special needs households.

**Goal 3: Remove governmental constraints to the maintenance, improvement, and development of housing.**

Policy 3.1: Remove regulatory constraints as necessary to provide quality housing that meets the needs of Westminster residents.

Policy 3.2: Incentivize the development of affordable housing to facilitate the development of housing for the City's lower and moderate income households.

**Goal 4: Conserve and improve the condition of the existing housing stock.**

Policy 4.1: Protect the quality of Westminster neighborhoods through the conservation and rehabilitation of the existing market rate and affordable housing stock.

Policy 4.2: Promote financial and technical assistance to Westminster households to maintain and improve their homes.

**Goal 5: Promote equal housing opportunities for all persons.**

Policy 5.1: Provide a regulatory environment in which housing opportunity is equal for all.

Policy 5.2: Create a continuum of care for Westminster's homeless population, including provisions for emergency shelter, transition housing, and permanent supportive housing.

Policy 5.3: Improve quality of life for disabled persons by facilitating relief from regulatory barriers to housing that meets their particular needs.

Policy 5.4: Encourage the inclusion of universal design features in new housing.

**Goal 6: Preserve the assisted affordable housing stock.**

Policy 6.1: Protect the quality and quantity of the City's affordable housing developments through code enforcement efforts.

Policy 6.2: Maintain affordable housing opportunities by monitoring the existing stock for potential risks of conversion to market rate.

Policy 3: Regulate the conversion of relatively affordable housing types to other forms of housing through reporting requirements and monitoring the potential loss of affordable housing.

**Goal 7: Facilitate energy conservation.**

Policy 1.1: Promote cost-effective energy conservation measures in new construction and rehabilitated housing projects.

Policy 1.2: Pursue partnerships with utilities, developers, and nonprofits to educate the public and incorporate energy conservation measures.

Policy 1.3: Pursue financial resources to subsidize energy conservation activities.

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**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Time Frame	Responsible Agency	Funding
<b>Goal 1: Identify adequate sites to meet Westminster's current and projected housing needs.</b>					
Identification of Adequate Sites	Ensure that adequate sites are identified and designated with appropriate Land Use and Zoning Designations so that Westminster will be able to accommodate its future need. The City shall implement actions necessary to ensure that properties identified in the vacant and underutilized land inventories are designated so adequate housing unit potentials can be achieved for all income groups. The survey done in preparation of this housing element identified the potential for 236 new units within the vacant and underutilized sites.	1. Expand the function of the web-based city mapping system to allow searching for parcels based on vacant status.	6/2009	Planning Division	General Fund
IIB1.1		2. Continue to support new construction of affordable housing by redesignating or rezoning, where appropriate and desirable, to permit higher density residential development.	Ongoing 2006–2014	Planning Division	General Fund
		3. Systematically review existing vacant and underdeveloped commercial, industrial, and public facilities land for possible redesignation/rezoning to residential use, where consistent with General Plan goals and policies and where compatible with surrounding uses.	Annually 2006–2014	Planning Division	General Fund
Lot Consolidation Program	To encourage further residential development in underutilized portions of the City identified by the vacant and underutilized land inventory, the City will offer a series of incentives to projects that propose lot consolidation and residential development at the maximum allowable density. The City shall have full authority in determining compliance with the project-specific incentives.	1. Continue to offer a waiver of development application filing fees for development proposals at maximum density. The decision to grant a waiver, however, is subject to the City Council's approval.	Ongoing 2006–2014	Planning Division; Redevelopment Agency	CDBG, Agency Low and Moderate Income Housing Funds (LMIHF)
IIB1.2		2. Continue to consider other incentives that will increase the overall feasibility of affordable housing projects, such as a reduction in parking standards, allowance for shared parking arrangements in mixed-use projects, a reduction in FARs, and modification of setback requirements.	Ongoing 2006–2014	Planning Division	General Fund
Redevelopment Agency Land Acquisition and Improvement	Utilize the powers of the Redevelopment Agency to make land available at reasonable cost to developers who have demonstrated the ability to build affordable housing. Subsidize the cost of off-site improvements for the provisions of affordable housing for low and moderate income households. Provide funding for land acquisition and/or improvements to support the development of 88 very low, low, and moderate income units.	1. Provide LMIHF for the purpose of subsidizing the cost of land acquisition and off-site improvements for new affordable housing construction.	2008–2011, 2013–2014	Redevelopment Agency	LMIHF, 9% and 4% tax credits, and HOME funds
IIB1.3		2. Acquire residentially zoned sites suitable for development of new affordable ownership housing units and transfer property to qualified housing developer.	2008–2011, 2013–2014	Redevelopment Agency	LMIHF
		3. Acquire multifamily or single-family units to be rehabilitated by a nonprofit and restricted to low income rental housing.	2008–2011, 2013–2014	Redevelopment Agency	LMIHF and HOME funds

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

<b>Program</b>	<b>Program Objective</b>	<b>Implementation Action (s)</b>	<b>Time Frame</b>	<b>Responsible Agency</b>	<b>Funding</b>
		4. Contact local service providers and developers and inform them of the potential partnerships with the Redevelopment Agency through paperless methods such as phone calls, email, and online postings.	6/2009 and periodically through 2014	Redevelopment Agency	LMIHF
General Plan Land Use Element Update  IIB1.4	Consider creating new opportunities for housing affordable to a range of incomes through mixed use zoning or corridor revitalization planning. The City's General Plan is proposed to be updated during the planning period. The update process provides an ideal opportunity to investigate potential land and policy resources for new housing construction.	1. Consider new land uses and incentives to provide affordable mixed use housing developments through the general plan update process.  2. Consider opportunities and incentives to revitalize the City's major corridors with affordable and market rate midblock housing through the general plan update process.	2008–2014  2008–2014	Community Development  Community Development	General Fund  General Fund
<b>Goal 2: Assist in the development of affordable and market-rate housing.</b>					
Workforce Home Ownership Opportunity  IIB2.1	Increase home ownership opportunities for the City's workforce by providing loans to 60 low and moderate income household to acquire their first home.	1. Provide gap funding for approximately 10 units per year for low and moderate income first-time homebuyer households. Forty-five year affordability covenants would be required.	Ongoing 2006–2014	Redevelopment Agency	LMIHF and/or Home funds
Purchase of Affordability Covenants  IIB2.2	Provide rental housing for 12 lower income households through the purchase of affordability covenants.	1. Adopt Redevelopment Agency Strategy to secure 55-year affordability covenants as affordable to extremely low, very low, and low income households. At least 50 percent of the units must be affordable to households earning 0 to 50 percent AMI.	2008–2014	Redevelopment Agency	LMIHF
Density bonus  IIB2.3	Administer and market the Density Bonus program that allows developers the opportunity to exceed the maximum district density when a percentage of the units are reserved for lower income households.	1. Create an information packet that provides applicants with a clear understanding of the program and the City's development process. Provide interested builders or service providers with this information through paperless methods such as online postings. Provide printed copies at the front counter.	3/2009	Planning Division	General Fund

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Time Frame	Responsible Agency	Funding
<b>Goal 3: Remove governmental constraints to the maintenance, improvement, and development of housing.</b>					
Zoning Code Review and Update  IIB3.1	Increase opportunities for the development of market rate, affordable, and special needs housing by modifying zoning code standards and programs.	1. A comprehensive zoning code update is in progress, expected to be adopted in December 2008. Amend the zoning code to: <ul style="list-style-type: none"> <li>• Permit emergency shelters in the P/SP zone without a conditional use permit or other discretionary action;</li> <li>• Permit modular housing by right;</li> <li>• Establish Planning Commission nonhearing-level of design review for multifamily projects of 2 to 6 units in size; and</li> <li>• Streamline the development review process by combining the site plan and design review processes</li> </ul>	Adopt 12/2008	Planning Division	General Fund
Priority Water and Sewer Service  IIB3.2	Make service providers aware of the City's housing plans and encourage them to expedite service to restricted lower income residential projects.	1. Provide adopted Housing Element to the City's water and sewer providers. Provide technical assistance to them, if needed, for adopting written procedures to provide priority service to lower income residential projects.	Upon HE adoption in 2008	Planning Division	General Fund
Design Standards Manual  IIB3.3	Continue to provide basic citywide design guidelines to provide more certainty and direction to the development community without imposing limitations to use or architectural style.	1. Provide this the Design Standards Manual at City Hall and on the City's website.	Adopt 9/2009	Planning Division	General Fund
<b>Goal 4: Conserve and improve the condition of the existing housing stock.</b>					
Mobile Home Improvement  IIB4.1	Assist lower income households in rehabilitation efforts to improve the appearance and safety of 60 lower income mobile home units.	1. Provide funds to support exterior and interior improvements to mobile home units for very low and low income households.	2008–2014	Redevelopment Agency	LMIHF and CDBG
Owner-Occupied Single-Family Home Improvement  IIB4.2	Assist 90 lower and moderate income owner households in rehabilitating single-family homes to improve the appearance and safety of the existing single-family housing stock.	1. Provide funds to support exterior and interior improvements to single-family owner-occupied homes for lower and moderate income households.	2008–2014	Redevelopment Agency	LMIHF and/or HOME funds

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Time Frame	Responsible Agency	Funding
Single-Family Substantial Rehabilitation	Address the deficiencies in 3 substantially deteriorating single-family homes and provide relief from overcrowding. Substantial deterioration is associated with overcrowding, overpayment, and housing age. Program would primarily serve large families in need of room and bathroom additions, as well as structural improvements to ensure safety.	1. Provide loans for substantial rehabilitation of single-family homes for lower and moderate income households and require the imposition of 45-year affordability covenant.	2009–2014	Redevelopment Agency	LMIHF
IIB4.3		2. Target advertising materials to single-family neighborhoods identified as substantially deteriorated in the 2007 Housing Conditions Survey.	Ongoing 2006–2014	Redevelopment Agency	LMIHF
Multifamily Rehabilitation	Provide funding to improve 120 lower and moderate multifamily rental units. The majority of homes in need of repair identified by the 2007 Housing Conditions Survey were multifamily projects.	1. Provide loans for rehabilitation of multifamily units. Require the imposition of 55-year affordability covenant. A minimum of 15 percent, but not more than 49 percent of units would be required to be affordable to very low and low income households with the remaining units affordable to moderate income households.	2008–2014	Redevelopment Agency	LMIHF
IIB4.4					
Goal 5: Promote equal housing opportunities for all persons.					
Housing Directory	Increase knowledge and awareness as to the use of housing programs and other housing-related information by creating a comprehensive synopsis of various housing-related programs that are made available to Westminster residents.	1. A program directory or list of housing resources (including Agency resources and regulatory opportunities such as the Secondary Unit Ordinance) will be developed and made available to the public through the City’s website and in City Hall.	12/2008	Grants and Housing Division	CDBG
IIB5.1					
Emergency Shelter Program	Address the urgent shelter needs of the homeless through updating the zoning code to permit emergency shelters. Establish a task force to identify additional means of serving the homeless. The task force will explore multijurisdictional solutions, potential development standards, seek additional appropriate zones, and pursue other options.	1. Amend the zoning code by December 2008 to permit emergency shelters without a conditional use permit in the Public/Semi-Public zone.	12/2008	Planning Division	General Fund
IIB5.2		2. Establish an Emergency Shelter, Transitional and Permanent Supportive Housing task force comprised of staff, service providers, and elected officials to perform a study evaluating case studies, model ordinances, and development standards for emergency shelters and transitional housing. The task force will ensure that permit processing, development, and management standards are objective and encourage and facilitate the development of, or conversion to, emergency shelters, transitional housing, and permanent supportive housing.	Establish task force by 10/2008	Planning Division/ Grants and Housing Division/ Building Division	General Fund
		3. Initiate multijurisdictional coordination to potentially provide an emergency and transitional housing facility to serve the homeless of multiple jurisdictions.	Initiate coordination by 1/2009	Planning Division/ Grants and Housing Division/	General Fund

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Time Frame	Responsible Agency	Funding
				Building Division	
		4. Use the task force's findings to create a plan to meet the emergency shelter needs in Westminster; potentially including a multijurisdictional facility, or adoption of development standards and additional zones permitting emergency shelters.	9/2009	Planning Division/ Grants and Housing Division/ Building Division	General Fund
Transitional Housing Program  IIB5.3	Establish a task force to identify additional means of serving those in need of transitional housing. The task force will explore multijurisdictional solutions, potential development standards, identify appropriate zones, and pursue other options for transitional housing. Utilize the power of the Redevelopment Agency to subsidize the cost of 6 extremely low, very low, or low income transitional housing units for a local nonprofit.	1. Establish an Emergency Shelter, Transitional and Permanent Supportive Housing task force and initiate multijurisdictional participation as described in Program IIB5.2, above.	10/2008	Planning Division/ Grants and Housing Division/ Building Division	General Fund
		2. Use the task force's findings to create a plan to meet Westminster's transitional and permanent supportive housing needs. Craft development standards and identify appropriate zones in which to permit transitional and permanent supportive housing as any other residential use.	9/2009 1/2009	Planning Division/ Grants and Housing Division/ Building Division	General Fund
		3. Support a local nonprofit who can demonstrate competence in service and can also demonstrate ongoing funding sources for operations and maintenance.	2011–2014	Redevelopment Agency	LMIHF and/or HOME funds
Reasonable Accommodation  IIB5.4	Enact a process for disabled individuals or those acting on their behalf to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices, and/or procedures of the City, and include a provision of assistance in making the request, as well as for appealing to a determination regarding the reasonable accommodation to the Community Development Director.	1. Review the zoning code for compliance with fair housing laws.	12/2008	Planning Division	General Fund
		2. Use the findings of the fair housing review to assist in the creation of a reasonable accommodation ordinance.	3–6/2009	Planning Division	General Fund
		3. Adopt a reasonable accommodation ordinance and make it available at City Hall and on the City's website.	6/2009	Planning Division	General Fund
Rehabilitation for Disabled Access  IIB5.5	Make rehabilitation loans to qualified households for modifications to existing dwellings to facilitate access by disabled persons. Disabled persons often have limited incomes and require assistance to afford accessibility improvements	1. Provide funding for qualifying disabled households to make accessibility-related home improvements.	Ongoing 2006–2014	Grants and Housing Division	CDBG
Universal Design  IIB5.6	Support housing that is appropriate for all levels of physical ability through accessible and barrier-free universal design features.	1. Explore amending the Building Code to require incentives for or inclusion of universal design features in new housing and/or housing rehabilitation projects that are assisted by City funds.	2008–2014	Planning Division/ Building Division	General Fund

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

<b>Program</b>	<b>Program Objective</b>	<b>Implementation Action (s)</b>	<b>Time Frame</b>	<b>Responsible Agency</b>	<b>Funding</b>
Fair Housing Council  IIB5.7	Provide counseling and advisory services by continuing to contract with the designated FHC in regard to fair housing issues involving Westminster residents, such as complaints regarding discrimination in all housing matters.	1. Continue the City's commitment to working with the Fair Housing Council and disseminating fair housing information at City Hall, public libraries, the Chamber of Commerce, and on the City's website. Include within the annual budget adequate funding to continue the contract with the Fair Housing Council.	Ongoing 2006–2014	Grants and Housing Division	CDBG

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

Program	Program Objective	Implementation Action (s)	Time Frame	Responsible Agency	Funding
<b>Goal 6: Preserve the assisted affordable housing stock.</b>					
Housing Construction Monitoring  IIB6.1	Establish and maintain a questionnaire and inventory system to monitor the growth of the housing stock. This questionnaire, which could be administered prior to issuance of the Certificate of Occupancy, could be used to track product type development and affordability. This data would be tabulated on an annual basis to determine the City's Position in achieving its housing goals.	1. Create the questionnaire in conjunction with the City's development database. Train staff to properly utilize and maintain inventory.	9/2009	Building; Engineering	General Fund
Building Code Enforcement  IIB6.2	The City will enforce and expand, where necessary, the property maintenance provisions embodied in the Uniform Building Code and Land Use Ordinance.	1. Conduct annual community workshops explaining code compliance issues.	3/2009	Building; Code Enforcement	General Fund
Section 8 Rental Assistance  IIB6.3	Assist lower income renter households by referring them to the Orange County Housing Authority for rental assistance.	1. Provide referrals and voucher information to prospective program participants.	Ongoing 2006–2014	Grants and Housing Division; Orange County Housing Authority	HUD
Condominium Conversion  IIB6.4	The City shall maintain and enforce the provisions of the City's Condominium/Stock Cooperative Conversion Ordinance.	1. In the event that an application to convert a residential development to a condominium/stock cooperative is submitted to the City, the provisions of the ordinance shall be implemented and enforced.	Ongoing 2006–2014	City Planning Department	General Fund
Mobile Home Park Conversion Ordinance (MHPCO)  IIB6.5	The City will maintain and enforce the MHPCO, which requires a conversion impact report (CIR). The City shall monitor each potential conversion to determine the potential impact of the loss of any affordable lower-income units.	1. During the preparation of a CIR the applicant shall be required to identify the quantity and conditions of each lower-income households/units.	Ongoing 2006–2014	Mobile Home Park Commission; City Planning Department	General Fund
		2. Upon approval of a permit to convert a mobile home park, the applicant shall be required to implement mitigation measures that fully mitigate the net loss of low-income households.	Ongoing 2006–2014	Mobile Home Park Commission; City Planning Department	General Fund

**TABLE 33  
PROGRAM SUMMARY 2006–2014  
CITY OF WESTMINSTER**

<b>Program</b>	<b>Program Objective</b>	<b>Implementation Action (s)</b>	<b>Time Frame</b>	<b>Responsible Agency</b>	<b>Funding</b>
<b>Goal 7: Facilitate energy conservation in new and rehabilitated housing.</b>					
Energy Efficient Housing  IIB7.1	The City will facilitate the creation of energy efficient housing.	1. Identify cost-effective energy conservation measures that can be developed into city regulations, incentives, or programs.  2. Continue to hold monthly meetings with the Energy Committee to evaluate partnership opportunities, financial resources, regulations, and incentives for energy conservation.  3. Continue to publish and disseminate energy conservation information at City Hall.  4. Pursue technical assistance for two housing projects during the planning period.  5. Modify development application to identify interest in energy conservation components of proposed project or interest in financial/regulatory assistance.	Monthly meetings, Identify measures by 9/2009, Pursue assistance by 9/2010	Energy Committee, Building, Planning Department	General Fund



### Quantified Objectives 2006–2014

State housing law requires that each jurisdiction establish the minimum number of housing units that will be constructed, rehabilitated, and preserved over the Housing Element planning period. These quantified objectives are based on the fair share allocation and the Housing Needs Assessment, and are the City's adopted policy. Satisfaction of the City's Quantified Objectives through new construction will be heavily dependent upon the real estate market trends, funding levels from the Westminster Redevelopment Agency, cooperation of private funding sources and funding levels of federal, state, and county programs. Rehabilitation efforts will be supported by Redevelopment Agency LMIHF, CDBG, tax credits, and HOME funds.

Table 34 is a summary of City's quantified objectives by income category. The programs and quantified objectives serve as the guidelines for meeting the new construction and rehabilitation needs for the 2006–2014 planning period.

**TABLE 34**  
**SUMMARY OF QUANTIFIED OBJECTIVES: 2006–2014**  
**CITY OF WESTMINSTER**

Program	Very Low <sup>1</sup>	Low	Moderate	Above Moderate	Total
<b>New Construction</b>					
Constructed	54	0	0	168	222
Approved	2	0	0	202	204
Vacant	0	25	50	123	198
Underutilized	37	0	0	1	38
<b>TOTAL</b>	<b>93</b>	<b>25</b>	<b>50</b>	<b>494</b>	<b>662</b>
RHNA	30	25	29	63	147
Difference	+63	0	+21	+431	+515
<b>Rehabilitation</b>					
IIB1.3 Redevelopment Agency Land Acquisition and Improvement	32	26	30	0	88
IIB4.1 Mobile Home Improvement	32	28	0	0	60
IIB4.2 Owner-Occupied Single-Family Home Improvement	32	27	31	0	90
IIB4.3 Single-Family Substantial Rehabilitation	1	1	1	0	3
IIB4.4 Multifamily Rehabilitation	31	28	61	0	120
<b>Assistance</b>					
IIB2.1 Workforce Home Ownership Opportunity	0	18	42	0	60
IIB2.2 Purchase of Affordability Covenants	6	6	0	0	12
IIB5.3 Transitional Housing Program	3	3	0	0	6

Source: Draft Affordable Housing Strategy, RSG, Inc. 2008; The Planning Center 2008

1: Very low income units serve households earning 0% to 50% AMI. All of the programs serving very low income households may potentially serve extremely low income households (households earning 0% to 30% AMI).

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